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# A model for a regional teacher education consortium : the Regional Education Services System.

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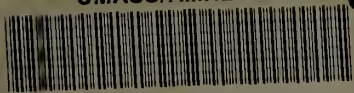
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A MODEL FOR A REGIONAL TEACHER EDUCATION CONSORTIUM  
THE REGIONAL EDUCATION SERVICES SYSTEM

A Dissertation Presented

by

Raymond C. Sullivan

Submitted to the Graduate School of the  
University of Massachusetts in partial  
fulfillment of the requirements for the degree of

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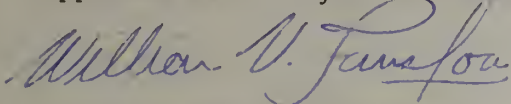
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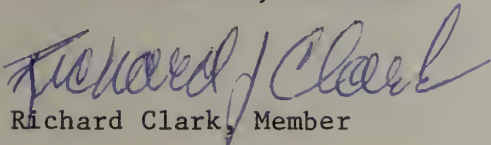
By

Raymond C. Sullivan

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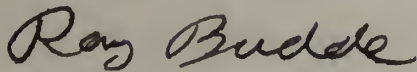
William Fanslow, Chairman



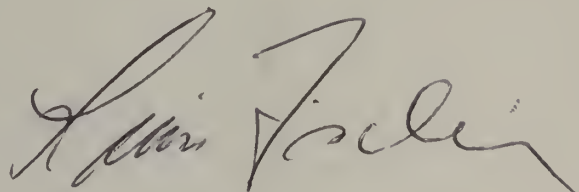
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September 1975

Abstract

A Model for a Regional Teacher Education Consortium

The Regional Education Services System (August, 1975)

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The Regional Education Services System is a conceptualized consortium composed of a state college, a community college, a Massachusetts Department of Education Regional Education Center, and school districts in Berkshire County, Massachusetts. The purpose of the consortium is to facilitate a continuum which merges pre-service and in-service education.

The model was developed based on an examination of the historical perspective of the regional agencies and institutions involved in education, as well as an extensive look at the Massachusetts plan, or non-plan, for public elementary and secondary and postsecondary education. Part of the study focused on the present to determine whether or not a continuum existed. It did not, primarily because there was no formal catalytic vehicle to encourage the agencies and institutions to collaborate.

Following a look at what, in fact, existed, a survey of three areas of literature was conducted. They consisted of systems, pre-service and in-service education, and cooperative teacher education programs, including consortia.

The systems literature provided a framework to develop the model by looking at the whole and the relationships of the agencies and institutions, as well as the systems or segments of the agencies and institutions. In developing the conceptualized model these relationships were considered extensively.

The literature dealing with pre-service and in-service edu-



cation explored models where there was a fusion of the two, and discussed the implications of performance-based teacher education and changes in teacher certification for the development of a continuum. As a result of the literature survey and an examination of present practices within the region, a model continuum was developed. The model consists of three phases: an awareness phase, a developmental phase, and a career phase. The activities which take place during each phase is discussed as is their relationship to the new Massachusetts teacher certification law.

The literature concerned with cooperative teacher education programs consists of a discussion of the teacher center movement and consortia and their implications for the development of a model consortium. The literature supports the development of a consortium that is semi-autonomous, has a legal basis, and has representatives who have positions of power at their respective agency or institution.

Taking into consideration the findings of the literature survey and a study of the educational agencies and institutions, the conceptualized model is developed. This follows a discussion of possible alternative models to facilitate a continuum. The model selected is the Regional Education Services System.

The legal basis for the consortium is obtained by extending the Massachusetts Collaborative Law, Chapter 797 of the Acts of 1974, to include, not only school districts and the regional edu-

cation centers, but also public higher education institutions. A Consortium Board, composed of the presidents or their designees from each of the participating public higher education institutions, the coordinator of the regional education center, and a school committee member or superintendent of schools from each participating school district, establishes policy for the Consortium.

A broad-based Advisory Council that includes students, members of professional teacher and administrative associations, a manpower agency representative, a human service agency representative, as well as representatives from the state college, community college, and State Department of Education focuses on programs and services.

The goal is to better utilize existing resources and provide more effective, efficient, and economical delivery of services. This is shown in a discussion of the roles that each agency and institution could play in facilitating a continuum.

A summary discusses the possibility of the implementation of the model and the implication of the model for the region and the state.



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## CHAPTER I

### INTRODUCTION

At the outset, it is perhaps best to understand the philosophy of the writer as it relates to the profession and the ultimate goal of this proposal. It focuses on people.

If an individual who prepares to enter the education profession, or any profession for that matter, is recognized as a unique person and is provided with a program that allows for continuous personal and professional growth, he will transfer that same attitude, create an environment, and develop programs for those persons whose learning he facilitates.

At the same time, if the young child is recognized as a unique person and his needs are met through an educational program that facilitates his growth and development, he will be better served and serve better throughout his life.

The problem being addressed is to develop a continuum of learning experiences which merges pre-service and in-service education. Up to the present time the responsibility for pre-service education has largely been left to the teacher preparation institutions, while the development of in-service programs has been left to the school districts.

The problem area is significant, and the literature supports the need for its resolution, while few functional models exist. There is also a need for the development of a model for the Com-

monwealth of Massachusetts that will provide for a better delivery of services to learners.

The following support the need for a continuum:

Education personnel development is continuing and career-long. Differentiating pre-service preparation and in-service training is functionally divisive and counterproductive to educational reform. (HETFER, 1972, 5)

The continuum of teacher education is now widely recognised and needs only the slightest administrative help to become the greatest educational development of our day... (Johnston, 1971, p. 119)

No one agency or institution has the capability to develop the continuum. The vehicle that is proposed to facilitate the continuum is a conceptualized model of a consortium. There are several reasons for the development of the consortium and they will be discussed at length in later chapters. Among them are the following:

Consortia of universities and local school systems need to be formed to shape collaborative projects both for economy and for the use of varying scholarly and professional resources.

... It is a matter of devising new free associations to govern the performance of new functions... The new vehicle would be able to develop a program to assist uni-

versities and other educational institutions and agencies to secure the resources to achieve the significant collective strength for educational improvement which is within their reach. (Cottrell, 1970, p. 30)

... the issues surrounding governance have shifted from the earlier bitter and mostly fruitless controversy between liberal arts and education to a new ground centering upon defining appropriate and equitable roles for school systems, colleges or universities, communities, the organized profession, and state and national governmental agencies in teacher preparation. (Denemark, 1973, p. 1)

Using the systems application process, the approach that is being used to address the problem is to conceptualize a model that could become operational. The model itself, then, becomes a system. Model-building is an appropriate methodology as the resultant conceptualization represents the relations among the relevant factors. (Adelson)

The use of model-building techniques is beneficial to those individuals who occupy leadership positions because it brings specificity to areas not so clearly seen previously. This is shown in relationship to new roles, responsibilities, utilization of resources, and the interactions between and among individuals, institutions, and agencies. This is needed if there is going to



be any perspective of the whole by the administrator and if there is going to be the new and different kind of administrative statesmanship such as that advocated by Gross (1975) for this quality era now upon us.

The timeliness of the study and for the development of the proposal is important if understood in the context of the following statement by Calvin Gross (1975):

The whole "centering movement", so-called -- the establishment of teaching centers -- although neutral in itself, provides a ready-made battleground for control of teacher training. It seems inevitable that under any foreseeable circumstances, academic influence will be waning and field influence will be coming into a period of ascendancy. The inevitable conclusion is that college and university teacher education programs will be judged on the basis of how their graduates are prepared to teach. When that criterion is applied rigorously, we (the teacher preparation institutions) shall fail. (p. 17) (parenthesis added)

### Historical Perspective

The conceptualized model will be developed after consideration of the historical perspective of the agencies and institutions involved, evidences that a non-system exists, and an exploration of possible alternatives. According to Budde (1974), utilizing this process of systematic thinking enables us to think whole and to see all the components with their interrelationships among and interdependence with one another. Budde has developed a "think system" process that includes the components of a system that should be examined that will aid in the development of the model.

The model being developed will assess the advantages and disadvantages of the present delivery mechanism in order that the new service system may be more advantageous. If this is done more individuals will be inclined to contribute their efforts to the organization. (Barnard, 1938)

The development of the model will take into consideration the present resources and their utilization and suggest new relationships, responsibilities, and utilization of these resources. The model being developed has the characteristics of an open system, in that there is activity to and from the environment (Immegart & Pilecki, 1973, p. 31). There is interaction between and among the subsystems, the system model, and the suprasystem.

The development of the model is confined to two systems, one

which will facilitate the other. One system is the continuum merging pre-service and in-service teacher education and the other is the consortium necessary for the continuum.

A discussion of the growth of the agencies and institutions which are suggested as part of the model, as well as other relevant education agencies in the Commonwealth follows. This discussion will consist of a look at the state scene and those agencies and institutions in the region in their relationship to their own systems or segments, as well as to the other systems or segments.

In 1837 the first State Board of Education in the United States was established in Massachusetts. The Honorable Horace Mann was elected Secretary of the Board of Education, again another first in the country.

In 1909 the Department of Education was reorganized and the normal schools were grouped together into a system under the direct supervision of the Commissioner of Education. While still under the supervision of the Commissioner, the normal schools were designated as state teachers colleges in 1923 and in 1960 they were designated as state colleges (Anello, et al., 1971). In 1963 a lay board of trustees was established to govern the state colleges, but they remained in the Department. Chapter 572 of the Acts of 1965 removed the state colleges from the Department and established a new autonomous board.

The above indicates that the Department of Education has had

a history of involvement in teacher education. In demonstrating its concern for continuing education, the Department in 1915 established the Division of University Extension. This provided classroom and correspondence instruction for adults twenty (20) years of age or older. Without setting up any state-operated school(s), the Division of University Extension offered collegiate courses throughout Massachusetts. Credit was awarded for successful completion of the courses, but no degree was associated with the program. The program was terminated in 1968 as a result of declining enrollment which had been occurring since 1954 when the Continuing Studies Programs were instituted in the state colleges.

Chapter 572 of the Acts of 1965 also established the Massachusetts Advisory Council on Education (MACE). The largest portion of activities of MACE has been in the areas of planning and research, with assistance also given local educational agencies relative to management and planning. Several studies have been conducted through MACE concerning the agencies and institutions, or their systems included in the proposal.

Among the studies was one of the Department of Education conducted by John Gibson in 1970. Recommendations made by Gibson relevant to the proposal are:

3. Strong efforts should be undertaken to increase the Department's service role to school systems and to



minimize the function of the Department as a regulator and enforcement agency with respect to the public schools in the state.

4. The present regional offices of the Department should be strengthened better to deliver services of quality directly to school systems. The regional service centers can promote the concept that state - local system cooperation is the best means for advancing quality in education and equality of opportunity. (p. 21)

In 1974 MACE issued an extensive study of School District Organization and Collaboration which was developed in an attempt to improve and equalize educational opportunity in Massachusetts. The study agents suggest actions in the following areas for this to occur:

1. Building greater skill and capacity to manage improvement in education.
2. Accelerating the development of the Regional Service Centers developed by the Department of Education.
3. Organizing a statewide program for improvement in urban schools.
4. Establishing a variety of possibilities for broadening the range of services available in smaller districts, possibilities that include cooperative efforts among districts and not simply consolidation into larger districts.



5. Providing assistance to lay citizens interested in participating in the decision-making processes of education.
6. Promoting collaboration on the delivery of educational service among many organizations and agencies, not just among smaller school districts. (p. 1)

Of the three major recommendations of the MACE study on modernizing school governance (Cook, 1972), one is relevant to this proposal. The recommendation is that the State Board of Education and local school committees should cooperatively seek to introduce appropriate degrees of stability and strategic direction, especially by stimulating voluntary regional associations, as these could reduce the burden on local school administrators and improve resource sharing among school districts and between the districts and the Department of Education. (p. 8)

The Report also found that Massachusetts needs further development of that layer of management that lies between the districts and the State Board and Department of Education, and it proposed the encouragement of more professional peer group exchanges. (p. 28)

In 1973 the Department of Education established a Task Force to study the recommendations of another MACE Study, Quality Education for the High Schools in Massachusetts. A recommendation supported by the Task Force and relevant to the proposal follows:

State institutions concerned with education should be coor-

minated to enable the provision of more comprehensive and effective regional consultative services. The following State systems of education services should be systematically interrelated: Department of Education Regional Centers, schools of education at state colleges and universities, ESEA demonstration projects, and regional library systems. Each regional office should be linked to local teacher training institutions, model programs, and information centers. (Kingsbury, 1972, p. 4)

During the past several years, the Massachusetts Department of Education has been going through a series of reorganization stages in order to provide increased services throughout the Commonwealth. Much of the impetus for these changes has been from the Commissioner of Education, Gregory Anrig. In addition to attempting to move his own agency, the Commissioner has been attempting to move teacher preparation institutions to provide more services to school districts. Anrig (1973) feels that it may be in the mutual interests of both public school districts and higher education institutions to take a hard look at present realities and see if it is possible to forge a new kind of relationship between them, a relationship based on the future rather than on the past. Anrig (1974) states that teacher education institutions face a choice of dramatic retrenchment or dramatic reduction of their roles. In analyzing a possible relationship,

he suggests that it focus on in-service education, the on-the-job training of school personnel already employed by school districts of the Commonwealth. In order for this to occur, Anrig feels that there must be a shift in the "balance of power" from higher education to its consumers. He goes so far as to suggest a funding mechanism for the implementation of his in-service proposal and also advocates released time for school district personnel and extensive training of higher education personnel.

Following the leadership of the Commissioner, and the recommendations of several studies, expansion of the service role of the Department through the regional education centers is in fact occurring. It is being accomplished through a regionalization process (Department of Education, 1974), the major aims of which are:

- A. To increase in quality and quantity the service capabilities of the Department-- put the programs and people where the needs are.
- B. To consolidate and strengthen central Department functions, such as budget development and management, planning, and monitoring of operations. (p. 1)

In moving into Phase I the Department has moved to increase the quality and quantity of services to the regions through the allocation of physical and human resources. The Pittsfield Regional Education Center serves to illustrate this. The profes-



sional staff and secretarial staff was doubled between July 1, 1973 and July 1, 1975.

Since 1966 the personnel from the Pittsfield Regional Education Center have functioned in service roles. It may well be that the nature of the region, small school districts and a sense of oneness, has fostered the development of these roles.

The regional education centers have been legally permitted since 1965 as part of Chapter 572 of the Acts of 1965, an outgrowth of the Willis-Harrington Commission Report. The centers were designed to aid local school districts in curriculum planning, staff recruitment, federal programs, school district reorganization, and fiscal affairs. The Pittsfield Regional Education Center was the first to be established. It was established in the spring of 1966. There are presently six education centers located throughout the Commonwealth. In addition to Pittsfield, centers are located in Springfield, West Boylston, Cambridge, North Andover, and Lakeville.

John Kearney (1970), Director of Regional Education Centers, has recommended that the activities of the Centers be directly related to service to schools on a collaborative basis and that training and re-training professionals, administrative and teaching, and paraprofessionals be a vital service, with coordination of the activities worked out with colleges and universities in the center's geographic region. Internships and shared-time

appointments with higher education institutions and school districts are seen as one mechanism to implement the service. Kearney also feels that each center should offer a regular program of day and evening activities in cooperation with the Department of Education, local school districts, colleges and universities, and industry.

With the move to strengthen the regional centers through increased staffing and power, the need for input from a broad-based representative group was seen as important to their operation. The result was the establishment of Regional Education Councils. (Task Force Report, 1975)

The function of each Regional Education Council established in relation to its Regional Education Center, shall be:

to plan, support, and serve education in the public schools in its respective region through advisory as well as participatory channels and to serve as the coordinating group for regional advisory committees required by law or created by functional needs. (p. 4. Underline included in original.)

The above functions have been approved by the Board of Education as have the areas of responsibility. These are:

1. To serve as the communication link for the geographical area they represent.
2. To serve as the liaison between the Center and the



- association, or agency they represent.
3. To assist in the development of programs of needs assessment for the region.
  4. To provide input for the establishment of priorities.
  5. To assist in the formulation of goals and objectives within defined areas of priorities.
  6. To identify and coordinate area resources in relation to established priorities.
  7. To provide input and reaction to proposed legislation and proposed regulations relating to education.
  8. To advise the Center in all matters pertaining to existing legislation and regulations pertaining to education.
  9. To coordinate advisory councils and committees in the region which may either be required by law or by functional needs.

The Regional Education Councils have also been given the authority necessary to meet these responsibilities and are expected to meet some performance standards in carrying out the functions.

The Pittsfield Regional Education Center, in addition to having office space to house personnel, has a large conference area, an extensive curriculum library, storage of ERIC microfiche dating from 1968, and two microfiche readers. The Center is used extensively for meetings of area school personnel, as well as for

use by community agencies. Courses offered by North Adams State College have also been held at the Regional Center. The Center is open from 8:30 a.m. until 5:00 p.m. Monday through Friday and staff are assigned when there are meetings in the evening or during the weekend.

The Regional Education Centers are coordinated by the Director of Regional Education Centers who meets with the Center Coordinators at least once per month, and is responsible for implementing the regionalization plan. It should be noted that as part of the plan some Central Office personnel provide services out in all of the regions. For example, the Bureau of Teacher Certification and Placement assigns a staff member to each regional center for one day per month to meet with individuals or groups who have questions about certification.

Personnel from other divisions and bureaus of the Department also provide services to the regions on a regular basis.

While communication with the school districts is a formalized process because of some of the powers given to the regional centers, communication with the postsecondary education institution is very informal and possibly may not occur very extensively in some regions of the Commonwealth. Discussion now moves to the postsecondary education institutions to examine their current roles and to gain some perspective from their backgrounds.

The overall impression of the state colleges, individually,

and as a system, must be one of able people, earnest effort, and honest aspiration. These are the people's colleges; there is good reason for them, and us, to have pride in their past and faith in their future. (Anello, et al, 1971)

As the Massachusetts Department of Education has a proud history, so too does the State College System. Framingham State College was the first Normal School established in the country, on July 3, 1839 in Lexington. It was moved to Framingham in 1853.

The North Adams Normal School was opened in 1896 and became part of a system under the Commissioner of Education in 1909. Authorization to grant the Bachelor of Education degree was given in 1922, and in 1932 all of the Normal Schools were formally designated as State Teachers Colleges. In 1935 authorization was given them to grant the Master of Education degree and in 1960 the institutions were named State Colleges (Agenda for Renewal, 1973, p. 83).

Chapter 572 of the Acts of 1965 established a new autonomous Board of Trustees for the State Colleges and spelled out their charge.

The State colleges shall provide educational programs, research, extension, and continuing education services in the disciplines through the master's degree level... They shall provide a major emphasis on the preparation of teachers and other professional education personnel. (Chapter 572 of the Acts of 1965)



Since 1965 several studies have been conducted about the state colleges and their changing missions. Some were conducted by the Massachusetts Advisory Council on Education and others by the State College System itself. The result has been the development and implementation of a master plan, Agenda for Renewal (1973), for the State College System. Those goals relevant to the present proposal are:

5. To expand the extension, continuing education and public service functions of the State Colleges to meet the needs of all ages of citizens with differing interests.
6. To cooperate with other public and private institutions of higher education in program development and in the sharing of faculty and facilities.
7. To improve articulation between two year colleges and State Colleges and to facilitate student transfer from one to the other.
8. To develop liaison and cooperative relationships in areas of curriculum, data exchange, and information flow between secondary and postsecondary institutions in the Commonwealth and within the State College System itself.

(p. 7)

Each of the State Colleges then established planning committees to respond to and implement the Agenda for Renewal. The North Adams State College response (Appendix A) included a state-

ment that called for expansion of community service programs through its establishment as the Learning Resource Center for public higher education in Northern Berkshire County (North Adams State College, 1973). The College committed itself to delivery of more efficient and productive educational services, an important aspect of this proposal.

The studies prior to the Agenda for Renewal had dealt with specific areas, such as teacher education, continuing education, and more effective management systems. Some of the recommendations of these studies are also relevant to the proposal.

For example, George Nolfi and Valerie Nelson (1973) directed a study for MACE that was concerned with alternative post-secondary education programs. The study recommended that to best meet adult continuing needs a new partnership must be formed among all the postsecondary education providers in a given area including public and private degree-granting institutions, proprietary institutions, public regional technical vocational schools, private adult education centers, school systems adult education programs, and certain employer-based education programs. The authors of the report urged that coordinated planning be undertaken to maximize service and minimize duplication. (p. 81)

The vehicle that they proposed for the coordinated area-based planning is a Service Planning Board, each comprised of the presidents or their designees of institutions and schools in a given



service area. The study found that the present system is not meeting some of the most important public interest priorities, is not efficient, is not balanced, is not providing equal educational opportunity, and is not as responsive and diverse as it might be.

One of the designated service areas proposed in the study was the Western Region (Pittsfield/North Adams area). The investigation found that cooperation in the area as a means to sharing resources among the institutions and the avoidance of duplication among programs should be explored. On a broader scale the study found that interinstitutional cooperation is not as common as cooperation between an institution and an element of the community. (p. 373).

North Adams State College, as has happened in the other state colleges, has evolved from a normal school with less than one hundred students, to a teachers college, and finally to a multi-purpose state college with over two thousand students. The percentage of graduating pre-service students entering the teaching profession has fallen from one hundred percent to less than twenty percent, but preparation for teaching is still at the heart of its central purpose.

North Adams State College is in a position to provide leadership in the development of the proposed model because it is functioning in a planning mode. In addition to the planning conducted in preparing the response to Agenda for Renewal, personnel prepared

for evaluations from three accrediting agencies within the past three years. These visits have been conducted by the New England Association of Schools and Colleges, the National Council for the Accreditation of Teacher Education, and by an Interstate Compact Accreditation Team from the Massachusetts Department of Education. The self studies prepared for each of these visits, and responses to the evaluations made by each of the visiting teams have helped to sharpen the focus of the future of teacher education at North Adams State College.

The most extensive planning concerned with teacher education, though, came about through the collective bargaining process. The Agreement between the State College Board of Trustees and the North Adams State College Mark Hopkins Faculty Association, the Collective Bargaining Unit for the campus school, established the North Adams State College Mark Hopkins Advisory Council (Appendix B). The Council, which was comprised of College faculty and campus school faculty members, the Campus School Director, and the Director of Professional Experiences, studied the teacher education program and the role of the Campus school and made extensive recommendations for changes in the teacher education program. The recommendations call for an increase in in-service activities, a merger of pre-service and in-service education, the development of a flexible Master's degree program for classroom teachers, and greater involvement of public school personnel in charting the

future of teacher education at North Adams State College. These are included in the document, Focus on Teacher Education in the Berkshires, which was prepared by the Advisory Council in April, 1975.

North Adams currently offers teacher preparation programs in Early Childhood Education, Elementary Education, and in the disciplines that are taught at the secondary school level. Staff members with expertise in these areas provide services to undergraduate and graduate students, as do staff members from other College departments, including Psychology, Philosophy, and Sociology.

The College is governed by a tripartite (students, faculty, administrators) committee structure, and all curriculum and/or programs go through an extensive process before change may occur. Beyond the campus there are Central Office staff members for the State College System to account to as well as to the State College Board of Trustees and its various committees. These mechanics must be included in considering the development of a regional model.

There are no formal relationships with school districts but there is informal interaction, particularly in the area of field placement for students. Other interactions occur with school district personnel who are taking graduate courses or working with students from the College.



There is an obvious move to do more, and the philosophy of North Adams State College as it relates to teacher education and its commitment to provide leadership in the region is an important factor in the development of the conceptualized model to be presented.

As this document cites many firsts -- the first State Department of Education in the country, the first Normal Schools in the country, and the first regional education center in Massachusetts -- another first provides an important component of the proposal. Berkshire Community College was the first regional community college established in Massachusetts. It was founded in 1960. Chapter 655 of the Acts of 1958 had established a Massachusetts Board of Regional Community Colleges and provided for their establishment.

The Board of Trustees of Regional Community Colleges became autonomous with the passage of Chapter 572 of the Acts of 1965. The Act stated that:

The regional community colleges shall provide educational programs, the curricula of which shall be substantially equivalent to the first two years of college, including post-high school vocational education; provide two-year transfer educational programs qualifying students for admission to the junior year at other colleges, and such liberal arts and science instruction as may be appropriate within the terminal programs. (Chapter 572 of the Acts of 1965)



Thomas O'Connell, the President of Berkshire Community College since its beginning, has stated that the community colleges should be looked upon as a laboratory for research in teaching because the emphasis is on teaching, with the teachers being student-oriented and providing for the wide range of individual differences. (O'Connell, 1968, p. 18)

The community college serves generally two kinds of students, transfer and terminal, and has a multi-purpose quality, attempting to be comprehensive in nature. It also has a large continuing education component. According to O'Connell it is the special business of the community college to attend to the needs of all of its students. In addition, one of its major missions is to also serve the community.

Berkshire Community College started in 1960 in one building with 153 students participating in four programs. It is now located on a spacious new campus, has 1,500 students enrolled, and offers twenty-one programs. The number of professional employees has also grown from eleven in 1960 to seventy-five in 1975. While Berkshire Community College has been growing, so too has the System of which it is a member. There are now fifteen regional community colleges located in Massachusetts.

In looking at the purpose of Berkshire Community College, the importance of the institution to the model becomes clear.

Its purposes are:

First, to provide high quality, low cost education for high school graduates who wish to attend two years of college within commuting distance of home.

Second, to commit itself to excellence in teaching as the most vital work of the college.

Third, to provide two years of liberal arts education for those students who plan to continue their studies for a baccalaureate degree. Other students may take the liberal arts transfer program if they qualify for it even though they do not plan to go on to another college or university after Berkshire Community College.

Fourth, to offer programs that combine liberal arts with business or technical courses for students who wish to be employed after two years of college. The programs reflect the needs of business and industry in the Berkshire region for qualified personnel and the desires of the student of the region for specific kinds of occupational programs.

Fifth, to provide formal and informal guidance services for the student who wants or needs advice in selecting his college programs and his future occupation, and in adjusting himself to life as a useful adult citizen of his community.

Sixth, to provide the community with educational and cultural services that enhance the tradition of the Berkshire region.

(Catalog, 1974)

The purposes of Berkshire Community College are designed to meet the mission proposed for community colleges by the Transfer Review Council. It states that the community college is to provide access to education for students who might otherwise be excluded for a variety of reasons, including past academic performance, cultural factors, and economic limitations. (Commonwealth Transfer Compact, 1974, p. 3)

Berkshire Community College has allowed the use of its facilities for upper level and graduate courses which have been offered by North Adams State College and has hired North Adams State College faculty members to offer courses in its evening division.

As part of the Regional Community College System, Berkshire Community College is governed by the Board of Trustees of Regional Community Colleges, which also employs an executive officer, the President of the Regional Community System, and a central office staff.

Berkshire Community College has a pre-education program in its regular day school and offers education courses to pre-school personnel and paraprofessionals in its evening Continuing Studies Program. Little interaction with school personnel occurs except as it relates to placement of students in school districts for field placements and to school personnel involved in coursework. Communication with community agencies and area industries is extensive. Some dialogue has taken place with Regional Education



Center personnel concerned with adult education and with State College personnel to improve the articulation of programs for transfer students.

Berkshire Community College has consistently demonstrated its commitment to service to its students and to the region and is an important component in the development of the model to be presented.

In addition to the establishment of the Massachusetts Advisory Council on Education and the autonomous boards of trustees for the state colleges and the regional community colleges, Chapter 572 of the Acts of 1965 also established the Board of Higher Education. Its purposes are to support, facilitate, and delineate functions and programs for public institutions of higher education in the Commonwealth, to allocate to them the responsibility and autonomy to discharge such functions and programs, and to plan and develop efficient and effective coordination among them; provided, however, that the determination of individual courses within a general program of study shall be the sole responsibility of each public institution of higher education. (Chapter 572 of the Acts of 1965)

To meet these purposes the Board of Higher Education would plan and support the orderly and feasible expansion of the institutions, coordinate services, review annual budget and capital outlay requests, collect and maintain data, administer grants and



gifts, and administer the scholarship programs. Today the effectiveness of the Board of Higher Education is being questioned and an Act proposing that it be abolished has been introduced by the Governor.

It should be noted that, in addition to the Board of Higher Education, the Board of Education, the Massachusetts Advisory Council on Education, the Board of Trustees of the Massachusetts State College System, and Board of Trustees of the Regional Community Colleges, there are also three other separate and autonomous Boards of Trustees: for the University of Massachusetts, Lowell University, and Southeastern Massachusetts University.

In addition to all of the foregoing, the Secretary of Educational Affairs exerts administrative control over elementary, secondary, and postsecondary education throughout the Commonwealth. This State cabinet-level position is responsible to the Governor and was created by Section 14 of Chapter 704 of the Acts of 1969. This Act was passed in an attempt to better coordinate all of the public agencies and institutions in Massachusetts. As part of the executive branch of government, budgets for all education expenditures are recommended to the legislature by the Secretary of Educational Affairs. This office is having much impact, particularly today in a time of fiscal constraint.

The position came into prominence in 1973 with the recommended reorganization of education in Massachusetts. The proposed

legislation, House No. 6160, established regional councils for elementary and secondary education and postsecondary education to develop cooperative programs and more effective, efficient, and economical service delivery systems among the higher education institutions and the schools, both public and private.

The Board of Education reacted strongly to the proposed reorganization scheme. The Board felt that it was moving in the proper direction with its own efforts to improve service delivery on a regional basis through increased staffing of the regional education centers. The Board also felt that the regional education councils should be advisory to the Board and to the regional centers.

Another goal of the proposed reorganization plan was in response to the recognition that a learning continuum did not exist (Cronin, 1973). The intent was to bridge artificial gaps which the present structure encourages: the gap between "school" and "college" that restricts the high school student's chance to learn at his own pace, the gap between "student" and "citizen" that pretends that education is a process that stops at graduation rather than a lifelong opportunity.

With the election of a new governor of Massachusetts in 1974 there is a new Secretary of Educational Affairs and he, too, has called for some reorganization, not as extensive as that which was proposed in House No. 6160 mentioned above. There are two bills

that have been submitted to the present session of the State Legislature (1975), one calling for the termination of the Massachusetts Advisory Council on Education, and the other the improvement of the administration, coordination and planning of postsecondary educational affairs through the abolishment of the Board of Higher Education.

The bill terminating the Advisory Council on Education would turn over the planning and research functions to the Office of the Secretary of Educational Affairs and the Department of Education. This would be accomplished through the extension of management and planning assistance to local education agencies by the regional offices of the Department of Education, and by maintenance of a citizens screening committee within the Office of Educational Affairs.

The bill terminating the Board of Higher Education would establish a new independent Board of Overseers for Academic Programs, establish a new Post-secondary Education Commission advisory to the Secretary of Educational Affairs, establish within the Office of Educational Affairs a new Office of Student Financial Affairs incorporating all the scholarship related activities of the Board of Higher Education and the State Intern Office, and assign to the Secretary of Educational Affairs the responsibility to promulgate regulations to promote equal employment opportunity within public higher education institutions.



There also have been other efforts made to suggest reorganization of education in Massachusetts, all suggesting that the present system (non-system) is non-functional with its seven separate governing boards plus the MACE board.

The school districts in Berkshire County are diverse, yet share a common bond of purpose, providing good education for the pupils of the community. In many instances the school is the community, as it serves many purposes, such as the site for most meetings of agencies or clubs, and because it is visible to all as the place where most of the community money goes.

Five comprehensive regional school districts have been established while three School Unions still exist. The two smallest schools in the County are in rural communities in School Unions: one has twenty-nine pupils in grades K-8 and the other has 13 pupils in grades K-4. There is one regional technical-vocational high school in Berkshire County and there is one community which has a school committee but has no school, as all of its pupils attend schools in other communities on a tuition basis.

There are only two districts which have curriculum specialists on their staffs; one district has 2,971 pupils and the other 11,686. This may be one of the reasons why the service roles of the Regional Education Center and the State College have been well received. It should also be noted that all of the school districts in Berkshire County have had North Adams State College



students - foundations students, methods students, student teachers - at one time or another and in one or all of the aforementioned categories. The relationship is a positive one.

Collective bargaining is in effect in all of the school districts, with the Massachusetts Teachers Association representing all of the teachers bargaining groups in the County, save one, the largest, the City of Pittsfield teachers, who are represented by the Massachusetts Federation of Teachers. The faculty at North Adams State College are also represented by the Massachusetts Teachers Association in their collective bargaining.

The salary schedule is the primary device which the school districts in the County use to encourage professional growth, although this is restricted to the earning of credits or advanced degrees. None of the districts has differentiated staffing patterns to assist in smooth professional entry and development, but there are a variety of orientation programs used. Most teacher contracts also call for more supervision of beginning and non-tenured teachers.

### The Present: A Non-Continuum

The problem is that what has been discovered in examining the history and present state of relationships between the agencies and institutions, both on the state and regional level, is that a non-system exists.

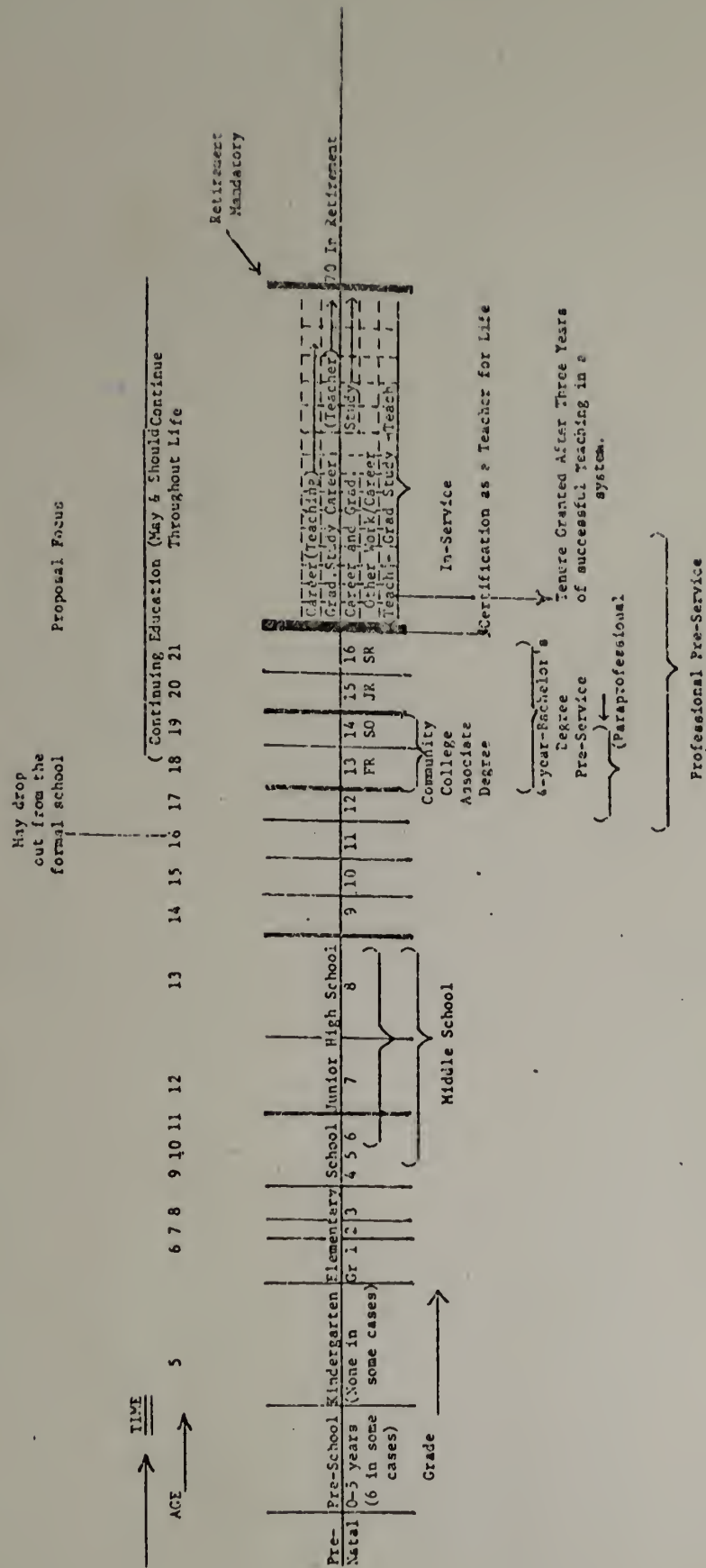
An attempt will now be made to verify whether or not a continuum exists. It is suggested that a continuum does not exist but rather compartmentalization and barriers to a continuum do, as illustrated in Figure 1. The focus on this area will determine what is presently happening as individuals move through the pre-service and in-service phases of their careers.

A brief discussion considers what happens to a pupil from school entry until entry to the postsecondary institution.

In some schools unfortunately, children enter kindergarten and little consideration is given to their pre-school experiences. The result is that some children are not ready for the activities which are provided while others already have had the experiences. The new screening programs being developed for children entering school should eliminate some of these problems.

The problem persists, however, as the child progresses through the grades, unless there is some conscious mechanism to alleviate it and teachers are prepared to accommodate individual needs and differences. Another barrier is usually experienced when a pupil moves from one level of schooling to another; for

Figure 1  
The Present Situation



example, from the elementary school to the middle school or to the junior high school. Much of this is due to lack of articulation of programs and lack of consideration for previous learning experiences.

Without a continuum another barrier faces the pupil as he moves to the secondary school. Typically there are a certain number of Carnegie Units that must be earned within certain academic areas, and unfortunately, there may be little relationship with the prior experiences the pupil has had or those that will follow. The secondary schools are attempting to address these problem areas in a number of ways to better meet the needs of all students.

The progression now reaches the focus area of this proposal. An additional barrier to a continuum has existed between the secondary school and postsecondary institutions, as shown in Figure 1 which indicates the present situation and the barriers which exist. Typically a student is expected to meet certain criteria for admission to a postsecondary institution and, having done that, to meet certain standards as set forth by each instructor. There may be little relationship to previous experience except occasionally in the case of advanced placement courses that were taken while attending the secondary school, or when gaining credit by examination.

North Adams State College and Berkshire Community College have been removing such barriers with the secondary school so



there can be a smoother transition into this phase. Both institutions utilize the College Level Examination Program (CLEP) and examinations prepared by departments so that students may receive credit for a course without having to literally take it. Both institutions have also developed programs for students who need individual assistance in reading, writing, mathematics and study skills. Berkshire Community College and North Adams State College allow high school students from the area communities to take courses at the college when there is space, and they exhibit the ability to be able to participate in a course.

The admissions officers are working very hard to break down the barriers with the secondary schools and are providing college personnel with more helpful data on each incoming student. The key, obviously, is what happens to the information and how it is used by the college departments and their instructors. There is much work that needs to be done in the area of internal communication so that collected data can be properly and readily utilized.

It is important that provisions be made, and many are, for the non-typical student. Not all students entering the post-secondary phase of their education fall in the eighteen to twenty-two year old category; many are much older, and these individuals bring different problems and resources to an institution. The number of these students is increasing significantly at both Berkshire Community College and North Adams State College.

Once at the institution an individual is expected to earn a certain number of semester hours from various disciplines in order to earn an Associate degree or a Baccalaureate degree. Flexibility within programs has been minimal but currently there are some alternative ways to earn credits -- by examination, through previous experience, as well as by taking the courses.

In the past there has been a problem of mobility between the community college and the four-year institution. As a result, in 1971 the Massachusetts Transfer Review Council was established to foster improved student mobility among the institutions of higher education. The effort to improve mobility resulted in the Commonwealth Transfer Compact (1974), which calls for the following:

Throughout public higher education in the Commonwealth an associate degree from any community college signatory to the Commonwealth Transfer Compact will be honored as a unit and construed as (1) completion of at least 60 hours of work toward a baccalaureate degree; and (2) completion of at least 33 credit hours toward fulfillment of the general education requirements for the baccalaureate degree. Further, all associate degree holders accepted for transfer under the Compact will be subject to no special requirements beyond those specified as major department and/or graduation requirements for students who originally enrolled in the receiving institution as freshmen. (p. 3)

The Compact has made mobility easier and has opened up some options in the four-year institution for its own first and second year students. It has also fostered improved articulation of major programs. For example, if the four year institution has an early field experience for its freshmen and sophomores who are prospective teachers, this is conveyed to the community college in order that it become a part of the pre-teacher education program.

Although the teacher preparation program at North Adams State College does follow a course format, attempts are made to develop a continuum. An early field experience for all students who feel that they wish to become teachers occurs at either the freshmen or sophomore year as part of the introductory or foundations phase of the program.

Following the foundations phase the student applies for admission into the professional education program. Students are interviewed and references and transcripts evaluated. If successful entry is gained, the student enters the professional teaching program. The program has both campus and field components in an attempt to merge theory and practice and to increase gradually teaching competence. The progress of each student is monitored by a college faculty member and a classroom teacher.

Following the professional sequence program which occurs at the junior year, the student applies for admission to the student



teaching program. Admission is based on the evaluations of the student by the staff members from the professional sequence program and recommendation of the education department chairman. Students not admitted may appeal to a department committee and, if denied again, to a college committee. If still denied, they may appeal to the President of the College. Student teaching is a full-time commitment for a full semester. The student teaching experiences are in off-campus sites - under the guidance of a college supervisor and a cooperating teacher. During the semester prior to student teaching candidate interviews are conducted and there are visits to the field sites by the candidates in order that the best possible learning experience assignment can be made. There are no planned growth stages during student teaching, other than those worked out by individual supervisors and cooperating teachers.

Upon successful completion of student teaching and the academic requirements of the major department and the college, the student is recommended by the institution for teacher certification. Thus ends his preparation -- it is supposedly complete. The only continued follow-up of the student after graduation is in the form of a questionnaire to obtain feedback about the training received in order to evaluate it, and to make changes where necessary. A questionnaire is also sent to the supervisor where the graduate is employed for his feedback on the individual's prepara-



tion. The task of continued professional development, then, is no longer that of the teacher preparation institution, as it becomes assumed by the school district.

As indicated earlier, the salary schedule is the device most often used to encourage staff members to grow professionally through the taking of courses and/or earning advanced degrees. Some districts have provisions such as the following to ensure the fact that teachers must take courses or earn credits.

An inexperienced teacher newly employed with a Bachelor's degree must have earned six credits by September 1 following completion of his third full year, in order to get his fourth year increment. Afterwards, the credits will have to be earned during the fifth, sixth, or seventh years and every three years afterwards until the fifteenth year, after which the minimum of two credits each five years will be acceptable.

(North Adams School Committee Agreement, 1974, p. 38)

Other devices utilized by school districts to continue professional development are:

1. More extensive evaluation procedures for new and non-tenured teachers.
2. Improved supervision techniques.
3. Sabbatical leaves after so many years of teaching in the district.
4. Encouragement of attendance at professional conferences,

meetings, and workshops.

5. Visiting days to other school districts.
6. Monetary remuneration for the development of curricular materials to be used in the school district.
7. In-service days in the local school district -- conducted by district personnel or outside consultants.
8. Leaves of absence to participate in exchange teaching programs.
9. Leaves of absence for advanced study.
10. Cooperative activities developed through the collective bargaining process in conjunction with professional associations or unions.
11. Released time to take courses or participate in other professional activity.

As shown, there is no planned professional development program and the teacher preparation institution is not involved, or if it is, only to the degree that some of its staff members serve as consultants to some school districts. Most college staff members, then, are only involved with in-service personnel when it relates to the pre-service student.

No transition or continuous professional growth phase into the profession exists, nor is there a transition out of the profession. Leaving teaching service is generally abrupt and final. If the process of continuous professional development does occur,

there will be too many human resources wasted and not available to help facilitate learning. Retirees should be encouraged to continue to contribute in some way to learners and to help others entering the profession.

The present state of teacher training demonstrates that there is no merger of pre-service and in-service education but that there are disconnections rather than connections existing. Having seen that there are non-systems rather than systems, the successive chapters will move to the development of a model which takes into consideration the following:

1. the historical perspective of the agencies and institutions and their regional and state relationships,
2. the fact that a non-continuum presently exists,
3. implications for the development of a model based on literature concerned with systems, continua merging pre-service and in-service education, and cooperative teacher education programs, including consortia.

Following the development of a base from the above, a model continuum will be developed, and then possible alternative vehicles to facilitate the continuum will be discussed.

Based on the research and the discussion of the alternatives, a selection will be made and the development of a consortium model will be undertaken.

The final discussion will focus on the prospects for the im-

plementation of the model and its implications for the region and the Commonwealth.



## CHAPTER II

### REVIEW OF THE LITERATURE

The review of the literature is separated into three sections: systems, educational continuum, and cooperative or collaborative education programs. This approach has been taken in order to get as broad an overview as possible and to then develop a focus model that is based on the literature.

The literature that has been surveyed relating to systems focuses on the education area. It suggests that if a systems approach is utilized by educators, the result will be a more effective, efficient and economical organization. This is important to the proposal because it appears as though there is a non-system in existence.

In its essence, the systems approach is simply a working method, which, instead of attempting to solve a complex problem piecemeal, approaches it in an orderly way by defining goals, analyzing means of achieving them, and then carefully organizing the actual progress to a solution. (Aldrich, Collins and Mahoney, 1971). The goal is to facilitate a continuum merging pre-service and in-service education. The literature is examined to determine the best way for that to occur. Alternatives must be considered and a process then recommended.

The problem of developing a facilitating mechanism is complex because there are several agencies and institutions involved.

The present piecemeal approach allows each agency to study the problem in isolation from the others. For example, a Task Force from the State College System recently conducted an extensive study of Teacher Education and Laboratory Schools and made recommendations for the future of teacher education in the System.

While recommendations were made for joint planning and program development with other agencies, none were involved in the discussions. Systems thinking encourages looking at the whole first.

Andrew and Moir (1970) point out that the systems approach is a very simple idea which says that the functional system components are somehow interrelated and that the interrelations can best be understood by looking at the system as a "whole". J. P. van Gigch (1974) also states that this approach brings a new way of thinking to organizations which complements previous schools of organization theory, as it seeks to consider the organization as an integrated whole, whose goal is to achieve overall system effectiveness while harmonizing the conflicting objectives of its components.

In a system the interrelated and interacting components are employed to function in an integrated fashion to attain predetermined purposes. (Banathy, 1968) Part of the study will consist of an examination of the agencies and institutions involved in pre-service and in-service education, to assess current interrelationships and recommend changes, if deemed appropriate, to better

meet the goals. With agreement on the goals, and a governance mechanism developed to promote collaboration, that unity which is so necessary would become possible.

According to Etzioni (1964), a system model constitutes a statement about relationships which, if actually existing would allow an organization to maintain itself and to operate. In the present case there are no formal relationships between the "systems". For example, the State College System and the Massachusetts Department of Education have no formal collaborative relationship, yet each is concerned with teacher education. The desired result, then, is an open system in which the interacting agencies merge into one model system, in which those same agencies function effectively within their own system or segment of education, and in which there is effective interaction with the suprasystem.

Banathy (1973) has helped to clarify the dilemma between a model and a system. A model provides a conceptual framework for a system. Because it is concerned with the facilitation of a learning continuum, the system to be developed would draw from three Banathy models: the system-environment model, the spatial structure model, and the behavioral or process model.

The systems approach involves simultaneously dealing with all of the elements which comprise the total system. This calls for an examination of the agencies and institutions involved in pre-service and in-service education and study of the interactions.



This process is important as indicated by Houston (1972) who states that it is evident that the elements which exist in interaction in the real world cannot effectively be treated in isolation during a planned change process. The study must be reality-based, then, if it is to have relevance to what must become the model, or open system.

Elizabeth Wilson (1972), using the systems approach, has created a new institution based on a system, in terms of the school, which includes the school for children and the school system to which it belongs, together with the school for teachers (the teacher training institution) and the academic community of which it is a part. She sees a new base of operations as a semi-autonomous interagency complex, created and sustained by both of the target institutions, but having enough power and autonomy to serve as an escape valve and as a catalyst and support system for both institutions.

This model which has been developed by Wilson will be considered during the examination of the relationships of the agencies and institutions and in the consideration of a proposed governance mechanism necessary to facilitate a continuum.

The idea of cooperative activity and its relationship to the concept of a system has been put into perspective by Paul Torgersen (1969), who states that a cooperative system can be considered to be any group undertaking wherein the activity or behavior of an



individual must be directly coordinated with the activity or behavior of one or more other individuals toward some mutual objective. He indicates that most cooperative systems die in infancy, and those that do survive usually have to make a deliberate and conscious effort to perpetuate themselves; it takes hard work for cooperative systems to be successful.

The literature that has been surveyed supplies the basis for the procedure to be utilized in examining the present system, or non-system, looking at alternatives, and developing a conceptualized model. That procedure must also take into consideration an examination of the literature concerned with continua in pre-service and in-service education and cooperative education programs. In other words, to become systemic, the whole must be studied to make sense before recommending new relationships.

The literature also suggests that the development of the model should be reality-based and that is why the focus of the proposal will be regional in scope. Another reason that the systems approach is used is because its goal is consonant with that of the proposal, as shown by Banathy (1973).

In the systems mode, the transformation of the learner is the central process, and all components are interacting in an integrated fashion rather than in a segregated one, to facilitate this transformation. The system and its components change and adjust by design if this trans-

formation does not indeed happen as expected. (p. 70)

The systems literature suggests that in the development of a model the following must be considered:

1. The present interactions and relationships of the agencies and institutions involved in pre-service and in-service education must be examined.
2. The institutions and agencies must be considered as part of a whole, as they relate to the same goal, rather than as isolated components.
3. The model should be reality-based.
4. A semi-autonomous system may be best to be sustained as it is a catalyst and provides support for all the target agencies and institutions.
5. The model that is to be developed should be an open rather than a closed system if it is to be effective.

## Pre-Service and In-Service Education

The following section of the literature deals primarily with pre-service and in-service education and discussions concerned with their merger. This is done in order to develop a sound rationale as the basis for a continuum, a continuum in a sense that provisions are made for continuous professional development, prior to the career and during the career of an individual. This is advocated in the same sense that schools are advocated to meet the needs of each learner and to facilitate his growth on a continuous basis.

While the focus of the proposal deals with that pre-service -- in-service period and begins with the transition from the secondary to the postsecondary school, some background is necessary on a broader scale. The implications of the discussion which follows will have a bearing on what happens during the focus phases.

In addition to the writer, several others have developed definitions of continua. Klugman (1974) presents one view:

The term "educational continuum" is a comprehensive, interrelated view of the totality of education. It encompasses all of man's "ages and stages" as well as his individual and social needs, interests, and concerns. The educational continuum takes into full account the

myriad aspects of a rapidly changing world upon which man exists precariously..... Implicit in the educational continuum is the view of learning as a life-long process. (p. 19)

The proposal focuses on the development of a vehicle that will foster this process and is particularly important if what is suggested by Sagan and Smith (1973) which follows is to be overcome.

In a lifetime one experiences school from many perspectives -- those of pre-school, grade school, middle school, high school, undergraduate and graduate school, teacher, colleague, expert, administrator, citizen, taxpayer, parent, PTA member/officer, school board member -- and each of these perspectives is quite likely to feel like being on the OUTside looking IN. Each perspective seems to exist in isolation from the next, and carryovers from one perspective to another are likely to take the forms of suspicions, vague notions, myths, and rumors. (p. 1)

The literature prior to this which dealt with systemic thinking and looking at the whole should prevent the above from occurring as consideration would be given to this area in the development of the model.

An operational model, the Performance-Based Teacher Education Program at Cortland, New York, has taken this area into account in



the development of its program.

We decided that the same principles that hold for children's learning and development also hold true for teachers' learning and development. Teachers, like children, learn at different rates and in different styles..... Adult learners, like children, should be active rather than passive, pooling their resources rather than competing; experimenting and creating; making choices; taking a good deal of responsibility for their own learning. (Lickona, 1973, p. 2) (Underlining included in original)

The significance of looking at this area is also stressed by Martin Haberman (1972). He indicates that primary socialization into teacher-pupil roles was experienced as very young children in elementary and pre-school settings and that most of what we know, or are predisposed to learn, is the result of the interpersonal relationships by which we were socialized as children. Those who most influenced this socialization process did so with their power, affect, frequency of contact, and their control over rewards and punishment.

There are several attempts presently being made to develop continua for children. Extensive research is being conducted with pre-school aged children and new screening techniques are being developed by school districts to promote a smooth transition from

home to school for each child. Cohen (1973) points to the necessity of parent education for this transition as well. He states that the adult's view of himself is probably determined before he enters kindergarten and because of this the public will demand education for parents. In any case, he feels that the relationship between home and schooling, particularly for children up to age six, requires more exploration and research if we want to produce a more productive, innovative, and responsible people.

Several school districts are attempting to organize their schools in such a manner that continuous growth is fostered. The literature provides ample evidence of this at the elementary school level, with the implementation of new middle school programs, and changes at the secondary school level. These all have implications for the postsecondary institution and cannot be ignored in the preparation programs for future teachers now in the postsecondary programs themselves.

One of the areas that should be studied to determine its impact on a continuum is the concept of career education. Some of the basic assumptions of career education are: it must span one's entire life; it must include the concept of productivity as central to its definition of work; it embraces a multiplicity of work values rather than a single work ethic; it is for all persons, including the young and old; it helps all individuals to want to work, to acquire the skills necessary for work in these times, and to

engage in work that is satisfying to the individual and beneficial to society.

A reader searches the career education literature in vain for the slightest sign that its advocates have read any of the social or political critiques of the corporate reality principle-critiques that have been on the upswing in recent years. What is overlooked, according to Nash and Agne (1973), is the burgeoning group of young people who are questioning the moral validity of the present system and who believe that earning a living is secondary to living a life.

Peter Muirhead (1973) indicates that there are two fundamental questions that must be answered in regard to career education. They are: are the schools and colleges, in addition to providing education for personal enrichment and fulfillment, responsible for career guidance and preparation of every student who comes up through the educational system, whatever his or her ability, lifestyle, and occupational inclination, and if so, are the schools and colleges offering career training programs specific enough to meet the needs of students seeking jobs following high school or before, and broad enough to match the wide range of interests and abilities of young people seeking postsecondary education.

Neither the attitudes that are fostered, or not fostered, nor career education programs themselves can be ignored in the development of a continuum of professional preparation.



In searching the literature, as well as looking for practices in operation, there is an attempt to see where the focus continuum begins. There has been an indication that the continuum of professional preparation may begin as early as kindergarten for some and may be fostered by experiences provided in the schools. For others this may occur at other levels of schooling. Unfortunately there are barriers to a learning continuum and these are usually found between the various levels of education as indicated in the previous chapter. It should be noted that there are several examples that show where barriers are being removed, particularly between the secondary school and postsecondary institution.

For example, in Liverpool, New York, many twelfth-year subjects have been combined with those offered at the freshman level in college. Students receive both high school and college credit for the courses which are taught in the high school during the regular school day, some by college and some by high school instructors. (Tompkins, 1975)

Calvin Gross (1973) stresses articulation between secondary and postsecondary education differently. He suggests that teacher education personnel get out to the high schools and recruit prospective teacher education students, in much the same way that the coach recruits athletes for his team. He proposes the following action: find teacher education students early; get them into contact first thing with real live children; put professors mostly in



the field where the children and college students are; and intermingle personnel and resources with the schools and make them full participating partners in the education of teachers. (p. 20) This may become more important as fewer students consider teaching careers. The number of students applying for admission for teaching programs at postsecondary institutions is down significantly.

The articulation process between the secondary school and postsecondary institution is enhanced through the community college also. If the individual goes to a community college he should be able to continue on without any gap or overlapping in his education. With the relatively open admission policy of the community college there must be provision for a wide range of individual differences and this is accomplished, according to O'Connell (1968), because the community college teachers concentrate on their work in the classrooms and on counseling students. It is felt that the line between high school and college will be removed if teachers are student oriented and if it becomes the special business of the institution to attend to the needs of each of the lower-division students.

The articulation that has been proposed between the secondary school and postsecondary institution is necessary whether the institution be a community college or a four-year institution. This process will be fully explained in the model continuum development. The focus next moves to the literature concerned with pre-service

and in-service education and the factors which suggest a merger.

The literature dealing with pre-service and in-service education develops a strong rationale for the merger and the development of a continuum. At the 1971 Annual Meeting of the American Association of Colleges for Teacher Education, Charles Silberman (1971) cited the need for a continuum of teacher preparation and learning that begins at kindergarten. Silberman feels that the chief, and perhaps only, reason for keeping teacher education in the university is to enlarge the intellectual context within which the teacher uses his work, but that none of this will be to any avail to the educationist if he continues to think that the education of teachers is confined to the pre-service years and the college campus.

Louis Fischer (1971) has made, what he terms, an "immodest proposal" to eliminate the distinctions between pre-service and in-service education. Fischer feels that until there is some professionally agreed-upon and specified level of preparation, and thus control over entry into teaching, it may well be of benefit to eliminate the pre- and in-service distinctions and simply talk about the education of teachers. His "immodest proposal" accepts a "growth perspective" of teacher education, in that pre- and in-service designations serve merely a legal purpose to identify a stage in professional development where agreed-upon minimal competence has been attained. This level of competence would have to

be certified by the occupational group and enforced by the legal machinery of the state with continued professional growth expected as a matter of course.

Fischer's proposal for the merger of pre- and in- service education would eliminate what is felt by Louis Rubin (1971) and others to be the inadequacy of professional preparation programs: that at the moment an individual leaves the professional school he is enroute to a state of obsolescence. The development of any continuum must take this concern into account and develop a process so that it will be prevented. This will be considered in developing the relationships among those agencies and institutions necessary to collaborate to foster a continuum.

The Task Force on New Horizons in Teacher Education and Professional Standards (1961) pointed out that the "developmental" concept of teacher education can best be implemented as colleges and school systems accept mutual responsibility for professional preparation and effect a transition from pre- to in- service which not only avoids disruptions of and dislocations in teacher education, but insightfully and systematically organizes and implements pre- and in- service programs as a continuum. (Lindsey, 1961, p. 86)

Denemark (1969) points to another important area that must be taken into consideration in the development of the model. He states that rather than continuing to support the notion that completion



of the teacher preparation program results in a polished, finished product, there is increased recognition that this simply represents a recommendation that the person is now qualified to move into a program of internship and residency that provides him with opportunities for independence and autonomous professional behavior. He feels that such an approach will probably cause universities and colleges to maintain an obligation to their graduates beyond graduation from the university and on into the field experiences that follow, thus developing greater articulation and greater analysis of what we are trying to do, what we think we are accomplishing, and how the various parts fit together. (p. 45)

The discussion now considers what the implications are of performance-based teacher education (PBTE) and changes in teacher certification for the development of a continuum. Some of the parts of a performance-based program must be considered in the development of a model. Among these are the following: the program is systemic and depends on feedback; there is a broad base for decision-making; both teachers and the students are designers of the instructional system; and preparation for a professional role is viewed as continuing throughout the career of the professional rather than being merely pre-service in character. (S. Elam, 1971, p. 7)

Donald Eichorn (1972) indicates that a performance-based program must include both pre-service and in-service and cites the



necessity for an indepth and continuous program of staff development. He feels that in-service programs have failed because the usual program is broad based, spasmodic, and largely ineffective, and typically, a charismatic expert is employed for a brief period as a consultant.

Eichorn supports what many competency-based program advocates are assuming - that education for the teacher is a continuing process and therefore there must be continuing assistance available to the teacher in his school environment.

There are several other implications of PBTE that will have a bearing on this proposal and provide some cautions. Some feel that performance-based teacher education runs a grave risk of giving the competence myth new life. Four years of performance-based teacher education and you'll be competent to solve all the problems of the pupils. The truth is that people develop most of their competence on the job, and it's on the job, in the schools, that teachers most need a support system for their professional and personal development.

Moving to a performance-based program would also have profound implications for the design of learning experiences. The requirement that competence be demonstrated means that "knowing how to" become as important as "knowing about". Competency-based programs therefore seek an integration of theory and practice (Fund for the Improvement of Postsecondary Education, 1974). This must also be

considered in the development of a continuum as it involves several facilitating mechanisms.

In looking at a delivery system consideration must be given to cost factors, a particular problem today. According to Herbert Hite (1973), performance-based teacher education programs will cost more than existing teacher education programs -- during the initial development period at least two and a half times as much. Added peculiar costs have been found to include: developing program materials and processes; individualizing instruction; and involving school personnel in the management and operating of the programs in their field settings.

Another cost which is important and must be evaluated in the development of the model will be the loss of absolute power by institutions and academic councils to determine the curriculum and the evaluation of teacher education. (Hite, 1973, p. 224)

Another movement that must be factored into the model development is the changing teacher certification process, now affecting thirty states. The thrust is to use teacher certification as a device to insure continuous professional development, a goal of the proposal. For example, the Regents of the State of New York (1972) are using the certification and re-certification process to insure continual growth of the professional and by 1976 will have a fully operational program. The Regents have stated that for any professional person, pre-service preparation is only be-

ginning preparation for a career and there must be an assumption that there will be continuing and organized provision for growth and extension of competency. They feel that such an assumption can also relieve the pre-service programs of the over-burdening responsibility of attempting to prepare the beginning teacher with knowledge and skills for a lifetime career. This has obvious implications for the proposal, as that responsibility and those experiences for continuous professional growth must be developed.

The first regulations for certification that built in performance standards and continual demonstration of competence were established on September 12, 1968 by the Washington State Board of Education (T. Andrews, 1971). The certification regulations are based on four fundamental concepts or process standards:

1. Professional preparation should continue throughout the career of the practitioner.
2. School organizations and professional associations, as well as colleges and universities, should be recognized as preparation agencies.
3. Discussion about preparation should be based on performance, performance in relation to stated objectives in the world of the practitioner.
4. Preparation and career development programs should be individualized. (p. 4)

There are also programs that have been developed to provide

for a continuum with opportunities for varied career goals such as teacher aides, paraprofessionals, or professional teachers. These have bearing because they have been built on a career ladder or continuum concept and also because entry of participants from these programs should be encouraged and accommodated. One example of a Career Opportunities Program was developed at the University of the Pacific (W.Theimer, 1971), and its objective was to attract capable persons to careers in education in a way that will improve both education and employment opportunities for the poor, and established career lattices in schools so that productive careers can be followed by those recruited through the program.

A program of similar nature is the Supplementary Training Program that has been developed for Head Start and Follow Through personnel. The objectives of the program are threefold:

1. To provide a career development opportunity for professional and preprofessional personnel by establishing academic programs leading toward college degrees.
2. To provide Head Start and Follow Through programs with increasingly skilled staff members who can better serve the children.
3. To provide an opportunity for universities and colleges to better meet the challenges of offering higher educational opportunities to a heretofore untapped student population - employees of the Head Start and Follow



Through programs. (Operations Handbook, 1971, p. 2)

In the study of the literature several other program examples have been found that will aid in the development of the vehicle to facilitate the continuum, and the continuum itself. Among these are those developed through the Teacher Education Center at the University of Maryland, those developed through the National Institute for Advanced Study in Teaching Disadvantaged Youth, the Model Elementary Teacher Education Program of the University of Massachusetts School of Education, the University of Toledo College of Education Model Program, and the San Francisco State College - Sausalito School District -- San Francisco Unified School District Teacher Education Project (STEP).

While the discussion to this point has focused on what the implications are of performance-based teacher education, changes in certification, and some developing programs, a look at what is being said about in-service, as it relates to the proposal will be helpful in the development of that aspect of the continuum. D. J. Johnston (1971) states that the continuing explosion of knowledge has or should have erased forever the days when a teacher's initial preparation was deemed adequate to sustain him throughout his professional life. Inservice education now and in the future will not be a voluntary activity for those who wish to improve their qualifications but will be a required contractual agreement if one is to keep his teaching credentials in acceptable standing.

Bruce Joyce (1972) says that the world of education is changing so rapidly that the distinction between "preservice" preparation as a period of intensive training followed by an "inservice" period in which training is less intensive, or even haphazard, is not valid, and an increasingly high proportion of the "service" will be consumed by re-education and experimentation. The teacher must be prepared to participate in the re-creation of educational forms and substances as he/she will see his/her role transformed innumerable times over the time span spent in the profession.

In a challenge to educators Lord James (1973) states that education for teaching in the modern world is not something that can be done over in three or four years, but it must be a lifelong process, and, since much of that education must be self-education, it must also have an institutional framework to reinforce and direct it. Many of the current problems of elementary and secondary education and many of the proposals for coping with them merge on the point of more and better education for teachers and other educational personnel who are already on the job.

In citing the need for in-service, John Goodlad (1969) indicates that professional education programs have been failures because they have not provided individuals with the tools for continuous growth.

Public schooling probably is the only large-scale enterprise in this country that does not provide for system-

atic updating of the skills and abilities of its employees and for payment of the cost involved. Teachers are on their own as far as their in-service education is concerned....Sixteen or more years of schooling should educate teachers and others for self-renewal and this frequently is the case. But general failure to do so for large numbers of people constitutes the greatest failure of our educational system. (p. 80)

Pre-service education is only the beginning of professional training. Professional development must continue throughout a teacher's career if he is to keep up with changing conditions and new knowledge....Teacher education is continuing education. Discontinuities must be minimized between pre-service and in-service education, and between the in-service professional growth opportunities provided by one school system as compared to another to which a teacher may transfer. (p. 80)

This section of the literature has demonstrated that there is a strong advocacy for the merger of pre-service and in-service education and the development of a professional growth continuum. The development of a model continuum must take into consideration those findings from performance-based teacher education which would support continuous growth. In order for this to occur, there must be institutional commitment to an individual beyond the pre-service level.

The literature suggests that an important factor in professional growth will be changes in teacher certification procedures. Implications from the new Massachusetts teacher certification law must also be considered in any model continuum.

The literature also indicates that no agency or institution should ignore the previous experiences of a learner. This is very important in the development of the agency and institutional relationships and the mechanisms for interaction and communication.

The literature serves as a reminder not to focus on any one area or part of an area, but on the whole. In the past there has been isolated consideration of one aspect of professional growth, pre-service or in-service, or a part of either. There must be provisions for growth that are career-long and lifelong.



## Cooperative Programs, Teacher Centers, Consortia

Another finding from the literature is that several agencies and institutions affect the individual and his professional growth. The following section of the literature will examine what is happening to bring together agencies and institutions. This will include examples of cooperative programs, teacher centers, collaboratives, and consortia. The literature will provide the basis for the development of the model and the relationships and responsibilities of the consortium agencies and institutions.

The American Association of Colleges for Teacher Education (1965) has conducted extensive studies of cooperative teacher education programs and has made recommendations that have bearing on the development of the model system. Among the criteria for assessing proposals of joint operation between various agencies are:

1. General policy and procedure should be developed by representatives of the professional agencies, institutions, or groups directly concerned through consensus or persuasion of majorities that reflect the different outlooks.
2. Conveners of policy-making groups must be designated either on a rotation plan or by an election process in order that no one institution will be able to dominate this phase of cooperation.
3. There should be provision for the agreed-upon policies

and procedures by designating persons to be responsible for administering and coordinating the mutually acceptable program and process.

4. Means for communication among the involved agencies and personnel should be regularized and kept simple.
5. Provision for continuous review and consequent adaptation should be built into all agreements in order that the administrative structures do not overwhelm individuals and stultify their initiative.
6. Administrative structures should be based upon the roles each person plays in relation to delineated responsibilities rather than on immediate strengths and weaknesses of certain persons in order that the cooperative venture may continue despite personnel changes.
7. Local substructures need to be built to support the regional and state organizations just as intra-university and inter-school councils need to be founded to coordinate the diversities of the local units.
8. No one structure is best for all combinations of institutions. Local representatives need to devise structures appropriate to their local situations allowing particular organizational patterns to emerge within a general framework of checks and balances. (p. 105)

With the American Association of Colleges for Teacher Educa-

tion calling for increased collaboration in teacher education programs; with changes in certification fostering collaboration; and with the accrediting agencies calling for greater cooperative activity, several institutions are moving in this direction. The problem is that many may be getting on the bandwagon and moving too hastily.

A word of caution is in order and must be heeded in the development of the model. The very strength of arguments and convictions for cooperative ventures, which are based on a logic of experience, create a change for the unwary. It could lead to an enthusiasm for the "partnership idea" among teacher educators in either schools or colleges which might result in either quickly constructed, simple structures, inadequate for the complexities of the tasks to be accomplished - or in lovely, elaborate structures which are irrelevant to the ends sought. In either case, the frustrations which would inevitably follow would probably result in an intensified disjunction between schools and colleges. (Smith, Olsen, Johnson & Barbour, 1968, p. 175)

Several institutions, and school districts themselves have moved to implement a new service vehicle, the teacher center. Some of the findings in this area need to be considered in the development of the proposed regional service system. According to Schmeider and Yarger (1974), of all the new concepts in American education today, the teaching center is probably the most widely accepted as

having significant promise for improving the quality of instruction in schools because it is one movement in which the accent is on the positive - a welcome and much needed thrust in American education.

Although the data from the National Teaching Center Survey (Schmeider & Yarger, 1974) have not been fully studied, the first analysis suggests that teaching centers are already one of the most prominent of the cutting edges in educational reform. This being the case, some of the findings have implications for the structure of the proposed consortium. Some of the findings are: one third of the teacher centers have a board outside of the regular boards of education; the programs are directed toward the enhancement of skills in teaching pupils; the incentives to join are credit from a college and released time from the local school district; and there is a challenging of the sense of academic freedom of the professor and replacing it with professional responsibility. (p. 9)

Another factor to be considered in the development of the model is the goal of teacher centers and how they relate to the goals of the consortium. Roy Edelfelt (1972) feels that the establishment of centers should be accompanied by pervasive reforms in both education and teacher education. He suggests this based on his following assumptions: schools and teaching need radical reform; all segments of the teaching profession must be involved



in planning, carrying out, and evaluating reform in education and teacher education; instruction and teacher education must be closely related; teacher education should be a career-long enterprise; teaching must have a career pattern; and parents and students must be involved in the reform of education. (p. 117)

Edelfelt also feels that the problems central to reform of education interrelate elementary and secondary education with teacher education so inextricably that it is absolutely essential to deal with both at once.

Beyond teacher centers, which may be formal or informal, is found another cooperative teacher education enterprise, the collaborative or consortium. As the proposal looks to this as a possible alternative, the discussion now moves into this area to assist in the establishment of a sound basis for the model. Writing about consortia, Robert Gabrys (1973) says the term meaning "to unite in company", "to share the same fate", or "partner" is at the core of the new relationships between the various constituencies involved in teacher education. This concept allows the teaching profession to look at professional education not only as it relates to undergraduate and graduate degree programs but to the total development of the teacher throughout his/her career. (p. 5)

C. Michael Darcy (1973) has made another relevant observation about a consortium:

A consortium is a partnership or union of corporate en-

tities. There is an implication of an institutional peer group relationship. The membership tends to control the consortium through granting or withholding resources or cooperation. For these reasons a consortium can't be forced. The consortium has to grow through the shared experience of solving consortium problems. (p. 1)

Schmeider and Holowenzak (1972) see the establishment of consortia and new governance mechanisms very positively.

The consortium, particularly where it is based upon some form of parity governance, is potentially one of the most powerful instruments for educational change and improvement. Democratic participation in educational decisions by a great variety of constituencies just might make for the most exciting and meaningful era in the history of American education. (p. 75)

The establishment of collaborative programs, teacher centers, consortia, or whatever they might be called, creates new partnership, power, and governance mechanisms. This area is most important and is studied for the purpose of developing sound relationships and responsibilities in the model. In a recent study of cooperative governance, Edgar L. Sagan and Barbara G. Smith (1973) developed several governance models and solicited comments on the topic from deans of teacher education programs throughout the country. Ensuing from the various responses to the questions

raised by the investigators was the consensus that governance and program are vitally interconnected, especially when changes in either entity are contemplated.

Sagan and Smith stated that what is needed is a new governance structure which provides for shared or cooperative involvement in teacher education by colleges and universities, school systems, and the organized profession, with provision for participation of citizens and college student representatives as well. If the governance is to be shared and function effectively, each of the institutions or agencies must give up some authority. (p. 37)

Some specific comments that were made in response to the questionnaire, and the questionnaire itself are included as Appendix C. The responses demonstrate a wide range of thinking about control and governance of teacher education. They all support the need for a serious look at this area, though, and that is the approach that is being taken in the development of the model.

Margaret Lindsey (1973) presents another perspective to be considered as well. She feels that there is no reason to take decision-making power in pre-service programs away from universities and place it elsewhere, but there are abundant reasons to make arrangements to share the power with others. Her rationale follows:

Because initial certification of teachers is inevitably tied to preparatory programs and because the legal authority of state departments of education represents the

public interest, such representatives should share in arriving at major decisions regarding competencies to be developed.

An important characteristic of a profession is that it controls its own destiny, including the selection, preparation and admission of persons into practice. Therefore, practitioners already in the schools are not demanding token involvement, but significant power in decision-making bodies, especially in those groups making major decisions about initial and continuing education of teachers. (p. 182)

Houston (1972) cites other factors that must be taken into consideration in the development of the consortium.

Each of the cooperating institutions has unique contributions to the consortium, but each has a history of independent operation and quasi-cooperation. Each has primary responsibilities assigned to it by society and tradition, responsibilities it is reluctant to share with others. Each has a rationale for its organizational pattern, for its hierarchy of positions and statutes, and for its rules and regulations. Given a genuine device for and commitment to action by the different institutions, a consortium can promote flexibility of view, agreement of viewpoints, and commitments to action. (p. 4)



In addition to governance and control, financial considerations must be taken into account before a model is constructed. In examining the literature there are several funding mechanisms that are discussed. Some of the ways of utilizing personnel more efficiently will help in the model development. For example, some collaboratives and consortia use the clinical professor model to merge pre- and in- service activities and provide the funding through joint appointments. Some teacher preparation institutions are moving to reallocate resources to the field and to in-service as the pre-service programs decrease. Some programs assess districts on a cost per pupil basis, at least in the start up stages of a consortium, while others commit resources, office space, equipment, and supplies, as well as personnel to the enterprise.

Lorraine Poliakoff (1971) has found that methods of reallocating funds that have been successful thus far in cooperative programs are rebating tuitions, rechanneling or pooling stipends for cooperating teachers, using pre-service teachers as substitutes, sharing already available staff, and using funds budgeted for in-service teacher education, recruitment, and teacher vacancies. These alternatives and others will be explored in the proposal development.

Having discussed what is being said about the development of cooperative programs and some of the literature that deals with governance and other relevant areas, the focus now moves to a

discussion of operating models. There is an extensive amount of literature about consortia model programs that are operating throughout the country, and this literature provides an excellent opportunity for a study of alternatives to determine which aspects from which programs might be most applicable to this service region. This is most important in the development of the conceptualized roles and relationships for the various agencies and institutions.

Some of the programs studied were the Model Teacher Education Programs funded by the United States Department of Health, Education and Welfare, while others used different funding sources. Some covered a small service region while others were statewide, or even possibly included several states.

Some of the operational models cover the spectrum of teacher education with pre-service and in-service components, as well as campus and field-based activities. One of the encouraging signs is that some are standing the test of time, in that they are continuing to operate without outside funding sources.

Some of the programs are aimed at a specific target population and/or problem focus such as an urban or rural collaborative. Several have a legal basis which appears to aid in their success. This is an important area to be considered in this proposal.

Many have built-in provisions for continuous exchange programs for higher education personnel and public elementary and

secondary school personnel. This is particularly true where the attempt is to deal with both teacher education and elementary and secondary education. Those programs that apparently continue to be successful in this area stress the term partnership.

Some of the consortia have spelled out all of the possible responsibilities for each member agency or institution while others state these in very general terms. Of much assistance has been the literature concerned with organizational structure of consortia, and again this runs a wide range and suggests several possible alternatives. There are structured policy or governing boards, some much more informal, and a variety of advisory boards and councils. Some also use a Task Force approach to both advise the policy-making body and to address a specific problem area.

The survey of the literature revealed that most consortia are comprised of higher education institutions and school districts and very few composed such as that being considered in the proposal. The literature supports the need for the agencies and institutions included in the proposal, though, because the focus is on all learners. There are several examples of consortia comprised solely of higher education institutions, four in Massachusetts alone, but the focus of these is too narrow to meet the goals of this proposal. At the same time, there are many examples of cooperative or collaborative school district programs which have been developed to provide specific services between and among school districts.



In the area of roles, relationships, and responsibilities, Smith & Goodlad (1968) give a perspective to be included in the development of roles in the proposed model. They say that school personnel, university professors, and state department of education experts are equal in their contributions to, and importance in, the educational enterprise, but the contributions are different and no one representative or representative group can, or should be, "all things to all people". The following are the roles that Smith & Goodlad suggest for each agency:

1. The school's rightful business is practice-examined and enlightened practice. This can be accomplished best in the field.
2. The university's rightful job is scholarly investigation of the educational activity by building theory from experimental findings and from study of disciplines that touch on education.
3. The state agency for public instruction is responsible for overseeing the total enterprise, enforcing minimum standards, and fostering cooperative leadership at local and regional levels.
4. Professional organizations should be responsible for encouraging members to reach for maximum standards and fair practices. They should provide a forum for the discussion of issues and innovative ideas which will



promote imaginative policy-making. (p. 14)

The literature has suggested several areas that need to be considered in the development of a collaborative model. Among these are:

1. A legal basis aids in the success of a consortium.
2. The fact that successful consortia are not usually forced into being is important.
3. The governance and interrelationships between the agencies and institutions must take into account the fact that no one agency or institution should dominate. The spirit of partnership is a key to success.
4. The member agencies and institutions and the consortium must be structured in such a manner that programs and services will affect not only teacher education, but education at all levels.
5. Time and extensive planning are also needed before implementation. Those that fail have been too hastily instituted, possibly too elaborate, and not all alternatives adequately considered. Systemic thinking should prevent these shortcomings from occurring.
6. There is an indication that no one structure is best for all consortia or cooperative models. Any particular model, then, must be concerned with the region, the state, present relationships, and build from these bases.

The literature survey has assisted in the development of a process to build the conceptualized model system. The systems literature has provided a basis to look at the whole and study the interrelationships of the necessary components. The literature concerned with the continuum focus area -- pre-service and in-service education -- demonstrated this as well. It was found that pre-service and in-service education could not be studied in isolation from each other and develop a professional growth continuum.

The literature concerned with cooperative programs, consortia, and other joint undertakings has provided a basis to develop the vehicle to facilitate the continuum. As indicated by Howey (1974) this literature also suggests that, unlike the past, there appears to be a recognition that one agency or institution cannot work independently of another and effect comprehensive renewal. The process, then, is to develop a system that will bring together the agencies and institutions to reach that goal.

The chapter which follows will develop a continuum merging pre-service and in-service education and discuss alternative vehicles to facilitate the continuum. The basis for this is the literature findings, an examination of the present, perspectives from the past, and the influences these have had on the judgment of the writer.

CHAPTER III  
BUILDING THE BASE FOR THE MODEL

The Continuum

It is proposed that the continuum be composed of three phases: an awareness phase, a developmental phase, and a career phase.

The selection of phases is based on the following:

1. They are designed such that there is an opportunity for continuous professional growth from time of awareness about the profession until time of departure from the profession.
2. The literature supports the fusion of pre-service and in-service education.
3. The choice of the terms for the three phases and the three phases themselves are those of the writer. They are explained in the narrative which follows.
4. The three phases are designed to exist within the framework of the new certification law in Massachusetts. The continuous growth will enable the individual to meet the criteria for provisional and permanent certification as well as renewal throughout his/her career.
5. The continuum is constructed such that the teacher preparation institution has a commitment to the individual beyond pre-service, an aspect deemed important by the literature.

6. The continuum phases are structured in such a manner that success depends on collaboration among personnel in the education institutions and agencies. This is important as it encourages interaction.
7. The developmental phase, in particular, is based on some of the findings in the literature dealing with Performance-Based Teacher Education, as the narrative will indicate. It is clinical in nature, individualized, and there is continuous feedback on professional growth.

In addition to the above findings and rationale, Fred Wilhelms (1970) states well what it is that the writer proposes as a continuum and can serve as a basis for it.

We need a continuing situation which is extremely "open"

.... The program of experiential learnings should begin just as early as the program of intellectual analysis, and should proceed alongside it, step by step. (p. 14)

The effective teacher is the mature person who has learned to use himself effectively as a teaching instrument.

Our primary purpose must be to help each candidate as much as we can in his personal/professional becoming....

This curriculum will consist of many pieces, highly individualized, to meet each student's needs, largely self-selected by the student under guidance and aimed more at self-development than at skill development. (p. 17)



If it is the person inside the teacher that ultimately counts, then we must deliberately help that person grow as a professional. Let us keep the personal/professional emergence paramount. (p. 21)

An explanation of the continuum phases -- awareness, developmental, and career -- now follows.

The awareness stage occurs at various points in time in a person's life. It may be when a child is influenced to consider teaching as a career because of the model to which he or she is exposed. Unfortunately, some have poor models and the reason they seek to enter the profession is to correct this for some other learners, while others, fortunately, have excellent models who assist in fostering their growth and development. Through participation in an excellent career education program and opportunities at the secondary school for activities in the community and school, the individual may then be inclined to move into a service role, such as teaching.

With changes in the manpower planning system that have been advocated, some adequate counsel may be given. This is most important because many secondary school counselors are suggesting that students not consider teaching as a career because there will be no jobs. The result is that there is a significant decrease in the number of students who are indicating that they want to enter the teaching programs at postsecondary schools.

It should also be noted that preparation for a career in teaching is not as narrow a focus as many perceive it to be. Individuals are well prepared to function in allied roles and in their communities.

What is needed, though, is for postsecondary school personnel to get out to the secondary schools to share information about programs and careers and to attract outstanding young people to the profession. In the past, teacher education personnel have had little, if anything, to do with students until they reached the junior year in college; the two years of interaction is simply not enough, as evidenced by the literature.

While there are provisions to improve the communications between the secondary school and postsecondary institution calling for finding out where the person is, what his needs are, and helping him grow, the postsecondary institution must provide access for the non-traditional student, and that is why all of the proposed consortium elements are necessary.

Provisions must be made to assist students in search of a high school equivalency diploma who may prove to be very effective at helping others learn. Flexibility must be built into the program for people who are already out there working with children -- as volunteers, as aides or in other paraprofessional roles -- so that they are able to earn professional teaching credentials.

What this calls for is similar to the process of merging the

pre-school experiences of the child with those which occur at the primary level to foster a continuum. The awareness phase, as proposed here, calls for two-way awareness. The institution and/or agency becomes aware of the needs of the student, and utilizes the resources available to it to help that person grow.

The individual, on the other hand, becomes more aware of himself and participates in the development of a program to become a member of the profession. For one, possibly the eighteen or nineteen year old, it might mean getting out to various schools or alternative community settings to view teaching from a different perspective, and to assist in helping someone else learn. For another, possibly a school aide, it might mean personal growth in areas other than teaching skills, because these may be already demonstrable, or continued development of skills, with the aim of serving permanently as a paraprofessional.

The awareness phase also allows the individual the latitude to alter career plans and to make use of as many institutional resources as is possible. It is obvious, then, that this calls for adequate counseling and support assistance at this level. The responsibilities of the respective agencies will be discussed in a later section. This phase would ordinarily occur during the first two years at the four year institution or at the community college.

It is assumed that an articulation process has been worked out



with the community college and the transition into the developmental phase is a smooth one. This phase is much more clinical in nature as the student becomes more competent in the skills of assessing, planning, provisioning, managing, instructing, and evaluating. Growth is assisted through the development of a close counselor, teacher, student relationship between college staff, field personnel, and each student. This phase of professional development is most important, as individual strengths and weaknesses are identified, needs are analyzed, and activities planned to meet each of those individual needs. This phase includes extensive field experiences and increased assumptions of responsibility for facilitating the learning of others. It is expected that at the conclusion of this phase an individual would have met the criteria to earn a baccalaureate degree and a provisional teaching certificate.

Many institutions have gone to one extreme or the other in this developmental phase, equivalent in some respects to the professional program. Some have maintained their programs totally on the campus while other institutions have totally moved their programs to the field. This proposal attempts to utilize the best of both, particularly as it relates to the use of protocol materials. The live interactions and experiences are important but will not be most profitable alone.

Teaching behavior is complex, involving interactions with pupils and materials of instruction. It cannot be studied solely



in the classroom because behavior perishes as it happens and nothing is left to analyze except the memory or a check sheet. The fidelity of the memory is questionable and not detailed enough. The information contained on check sheets is almost no record at all. To learn to interpret situations they must be held in sight or reproduced at will approximately as they occurred. It is then possible to study the situations at length and use concepts....to interpret them. (Cruickshank, 1974, 301)

The developmental phase program and activities also take into account the criteria for permanent certification in order to develop continuous professional growth. The development of a service vehicle, the consortium, is crucial to the individual going through the developmental phase because of the extensive agency, institution, personnel, and personal interactions which are necessary. The specific activities would be developed with input from all agencies but would include those to merge theory and practice including possibly the use of protocol materials, microteaching clinics, various practica, and competency feedback processes.

Following the developmental phase, the person moves into the career phase, and it is most important that a support service vehicle be in operation to assist in continued professional growth. It is stressed that services become available to all members of the education enterprise -- classroom teachers, aides, administra-

tors, higher education personnel, Department of Education staff, parents, as well as other personnel, both professional and non-professional.

As discussed previously, there has been no merger of pre-service and in-service education, although the literature supports it and it has been advocated for several years by members of the profession. It has been suggested that as pre-service programs become reduced in size, personnel from the teacher preparation institutions will be freed to be able to respond to inservice needs. But if the delivery system that is presently used is maintained, there will be no continuum. In a later section there will be a discussion of the roles and responsibilities of each of the continuum facilitation agencies and how each prepares for the new roles.

There is greater need, though, for assistance at the entry level and throughout one's career. Thirty states have moved to some form of certification based on the demonstration of competence. In Massachusetts Chapter 847 of the Acts of 1973 (Teacher Certification) adds a new dimension to permanent certification: its award is to be based on "professional growth and performance." Many feel that this is one of the most significant elements of the act. (Education Development Center, 1974) Professional growth and performance is not spelled out in the act, providing the profession with a challenge and an opportunity to develop meaningful criteria.

Continuous growth of the teacher is most important because he is the key to the success of any program. In a recent survey of schools where there are successful programs, the key has been that considerable effort has been made to provide continuous systematic training for the staff. (McDaniels, 1975, 3)

It is also important that growth opportunities be available for all, not just first year teachers or teachers new to a school, or provisionally certified teachers, but all teachers and other staff members.

Those opportunities which have been provided to this time are inadequate. If one is to stay in the teaching profession for forty-eight years, and well he or she might, provisions must be made for renewal, and this may well be best accomplished by the person himself, in concert with peers, supervisors, college personnel, Department of Education personnel, students, and others who might be of some assistance. There must also be provisions for time, on site, on campus, elsewhere, and reflection. Each must be able to have his lifetime batteries recharged.

A look at possible alternatives to facilitate the continuum is included in the next section.

## Alternative Vehicles to Facilitate the Continuum

In looking at alternatives, one of the possibilities is to maintain the status quo. Through an examination of the historical perspectives of the agencies and institutions included in the proposed model a review of the status quo is possible. North Adams State College is functioning in a planning mode and has recommended a change in its teacher preparation programs with a shift in emphasis to in-service from pre-service without dropping either, thus creating a merger of the two. The campus school staff has also been planning extensively to implement a new program as part of a national diffusion effort. This calls for working with potential teachers as well as with teachers in service to assist school districts wishing to adapt or adopt the model program.

North Adams State College personnel have also provided leadership in the development of collaborative activities throughout Berkshire County. During this past academic year, a Title III Elementary and Secondary Education Act project was based at North Adams State College. The project created a delivery system designed to assist school districts in the implementation of Chapter 766, the law which mandates how districts will provide services to children with special needs. The services provided consisted of courses, workshops, mini-symposiums, consultations, and demonstrations. The services rendered each school district were requested



by the district and developed cooperatively with project staff. Programs were also designed for different target populations -- teachers (regular classroom teachers and special educators), administrative personnel, parents, and community members. College personnel will be doing the follow-up to the project during the coming school year.

With all the problems that school districts were facing with Chapter 766, some welcomed the project services and used the staff as resources as often as possible, while others had other Chapter 766 priorities.

The focus and format of the graduate program is also undergoing review by the Education Department and the Graduate Committee of the College. The thrust of the change is to develop a program that is individualized and is related to the classroom needs and competencies of the practicing teacher. The activities, then, will be varied, depending upon the needs of each person, and not solely in a course mode.

Complete change, though, is a slow process because of the governance and committee structure created through the collective bargaining process. Another approval process must also be completed at the Central Office and Board of Trustees level.

It is also evident that those individuals who would be the most likely to implement any new program are carrying full teaching and/or supervisory loads.

Communication and collaboration would still be carried out in an informal, ad hoc kind of way and those individuals who might benefit most from a formal communication mechanism might not, under the present arrangement receive messages, or if so, as is often the case, they would receive them late.

The personnel from the Regional Education Center would still be isolated from the other agencies except in a direct contact fashion with a specific area in a school district. Again the dialogue with the higher education institutions is largely informal - higher educational personnel serve on the Advisory Council to the Regional Education Center. There would be nothing to foster collaboration with the agencies and institutions of Berkshire County except personal commitment to the activity and there would be no leverage to assist in the change of another agency or activity.

Maintaining the status quo also allows for the Regional Education Center and the State College to conduct meetings or workshops dealing with the same topics on the same days and attempting to reach the same audience.

Berkshire Community College has also been undergoing an administrative and faculty reorganization. One of the aims of the reorganization is to increase and improve the community service components of the institution. This has been a strength and priority and will continue to be so. Again, the communication between the

Community College and the other agencies has been informal. Dialogue and articulation between Berkshire Community College and North Adams State College has been enhanced because the President of North Adams State serves on the Board of Trustees of the Regional Community Colleges. One of the North Adams State faculty members also serves on the Advisory Council of Berkshire Community College.

Some clarification is needed, though, as to the place of the Community College in high school equivalency programs and post-secondary career, technical, and vocational education programs. This need not occur in the present non-system.

The status quo in the education area for the community colleges must also be clarified for students. For example, the State Department of Education will recognize no education courses from a Community College unless they are transferred to a four year higher education institution. This is important to those individuals who have been participating in the pre-school programs, particularly if professional certification standards are developed by the State Department of Education.

The status quo also does not provide for the necessary coordination between Berkshire Community College and North Adams State College. Both institutions have Early Childhood Education specialists on their staffs but the Community College personnel deal with the paraprofessionals in agencies and the State College personnel



deal with the professionals. The proposal calls for services to the total school community and this cannot be accomplished disjointedly as is the present case.

The school districts also serve to show why the status quo will not provide the vehicle necessary for effective collaboration. There is little incentive for districts to change the status quo. The pre-service programs participated in are voluntary on the part of the classroom teachers who request student teachers and other college students through their building administrators. It should be noted that there are more requests for college students to participate in school districts than there are college students available.

The school districts' primary activity during this past year has been to attempt to implement Chapter 766, with the focus on the Core Evaluation process rather than training and/or retraining programs. The districts have also had major budgetary concerns and have been unable to divert their energies to professional growth.

As indicated earlier, all of the school districts have collective bargaining agreements, but negotiations have focused on salaries and working conditions rather than activities in pre-service and in-service programs. As might be expected, because of local priorities there is little communication and coordination of programs between and among districts. There is presently no device, except



personal and informal communication between administrators and for other staff members to share an idea, a problem being addressed, or a program that is being implemented.

All of this is not to suggest that at the present time there are not some good things going on and the mood for collaboration is not positive. The feeling is very positive -- there appears to be no catalytic agent to service all of the institutions and agencies in the region -- and it has become very evident that the agencies and institutions are requesting services. The status quo also shows that the most effective use of resources, human and physical, is not occurring.

Some of the healthy signs which would foster a change from the status quo toward another alternative follow. There is a good relationship among personnel in the collaborative agencies and institutions. North Adams State College administrators, Berkshire Community College administrators, and the coordinator of the Pittsfield Regional Education Center are members of the Berkshire County Superintendents Association. During the past semester all cooperated in the development of a series of workshops for supervisors, from department chairmen through superintendent. The workshops covered the following topics: Leadership Theory; Management by Objectives; Personnel Evaluation; and Problems Facing Today's School Administrator. Through the collaborative effort, the workshops were conducted by personnel from the University of Massachusetts and the

State University of New York at Albany.

North Adams State College personnel and Regional Education Center personnel also are members of and attend meetings of the Berkshire County Elementary School Principals Association and the Berkshire County Secondary School Principals Association. There are also other examples of fine relationships which exist throughout the County. As mentioned earlier, facilities at North Adams State College, Berkshire Community College, the Regional Education Center, and the school districts have been made available for cooperative meetings, workshops, seminars, and courses. The purpose of the proposal is to capitalize on these strengths and relationships and to foster new ones through the creation of a formal device.

It should also be noted that the previous discussion has centered solely on the interactions of those agencies and institutions in the proposed collaborative. This has not been concerned with those other agencies and institutions which also play service roles and with which interaction must be developed. There is no vehicle for this in the status quo but it is provided for in the proposed model.

The status quo also provides evidences of overlapping and duplication at both the regional and state levels. Two examples will serve to illustrate this. The State College System, the Regional Community College System and the Massachusetts Department of

Education have research arms and computer systems. There is need for the same data and statistics for sound planning purposes. This is becoming more and more critical in the area of manpower planning. As the birth rate continues to decline, so too will school enrollments. School districts need this data, teacher preparation institutions do, and higher education institutions need it to project enrollments and change mission if need be. The data should also be in the same form so that it is understood and communicated in the same way to all. This could be expanded and data utilized by Bureau of Teacher Certification personnel, the retirement boards, the Office for Children, as well as the Department of Employment Security. This is presently not done.

Better utilization of resources can also be demonstrated at the regional level. As indicated, the Regional Education Center has ERIC files and readers and is open from 8:30 a.m. until 5:00 p.m. The office is also housed in a private facility, for which there is a rental fee. If housed in either the library at Berkshire Community College or North Adams State College, the materials would be more accessible to more people. Even more important, though, is that if the Regional Education Center and its staff were relocated to either of the campuses there would be more effective utilization of personnel and appreciable savings in rent.

There have been some moves to foster collaboration at the elementary and secondary school level as well as at the postsecond-



ary school level. These are in addition to those moves calling for a complete reorganization of education in Massachusetts.

Chapter 797 of the Acts of 1974 is an Act authorizing cities, towns and regional districts to enter into collaborative educational programs. The full text of Chapter 797 is included as Appendix D. This Act replaced Chapter 753 of the Acts of 1972 which fostered the establishment of many collaboratives.

Chapter 797 calls for the Department of Education, through its regional offices, to cooperate with cities, towns and regional school districts which seek to enter into collaborative agreements.

The collaborative agreement allows committees to conduct jointly educational programs and services to supplement or strengthen school programs and services. Each collaborative is administered by a board composed of one school committee member from each member district and the coordinator of the Regional Education Center. Funding for each collaborative is managed through the establishment of a trust fund.

While this was occurring to effect collaboration at the school district level, the Massachusetts Advisory Council in 1973 was conducting a Study of Higher Education in Massachusetts. The Study found that:

...the Commonwealth has not developed adequate mechanisms for coordination among the segments of public higher education or between the public and private sectors.



The major recommendation of the Study is: "The General Court should authorize the statewide coordinating board for higher education to make grants from specially appropriated funds to encourage interinstitutional and public/private collaboration and to promote systematic experimentation with nontraditional approaches to higher education for students of all ages. (Academy for Educational Development, 1973, p. 47)

The discussion verifies the feeling of the writer and the supporting evidence of the literature. Maintaining the status quo will not cause the agencies and institutions to collaborate to the degree necessary to facilitate a continuum which merges pre-service and in-service education. There are not enough incentives and there is no catalytic agent to bring the agencies and institutions together. Collaboration such as that encouraged by Chapter 797 or the proposal made by the Academy for Educational Development does not fill the bill either because each fosters collaboration of only one client group.

The second alternative to be explored is to create new collaborative relationships and change by mandate such as was proposed in House No. 6160 of 1973 which failed. The Bill, which never got out of the House Ways and Means Committee, called for a complete overhaul of the structure of education in Massachusetts. The proposed legislation called for the abolishment of all of the Boards

of Trustees of the segments of public higher education as well as the Board of Higher Education. These were to be replaced by a single state-wide board for postsecondary education. The Board of Education would have continued to exercise the responsibilities in elementary and secondary education assigned to it in 1965.

6160 would have established five regions throughout the Commonwealth, each with a regional council for elementary and secondary education and for postsecondary education. One member from each regional council would also serve on the state-wide board.

Extensive hearings were conducted on all of the campuses of the public higher education institutions and in the regional education centers of the Department of Education, as well as in the House Education Committee and the House Ways and Means Committee. No Trustee, nor leader of any of the segments of public education in the Commonwealth spoke in favor of the Bill. All Trustees and five sets of Central Office staffs located in Boston were to be affected by the legislation.

Most appear to agree that some reorganization of education is needed, so long as it does not change their status. Since the demise of 6160 there have been reorganization proposals discussed, but none as massive. Some of these have called for the placement of all of the Universities under one Board of Trustees, improved linkages, substantial strengthening of the regional education centers of the Department of Education, and changes in the composition

of the Board of Higher Education so that it could function in an improved coordinating role.

As mentioned previously, the Secretary of Educational Affairs has submitted two pieces of legislation, one calling for elimination of the Board of Higher Education and the other the elimination of the Massachusetts Advisory Council on Education. He has been unable to address reorganization with a large scale plan because the budget crisis is the top priority to be addressed this year.

Because of what happened in 1973 and the present state of education, it does not appear as though mandated reorganization as an alternative is feasible, at least for the present. But that is not to suggest that it is not needed.

In order for a reorganization plan to be developed, extensive planning and time is necessary. In order that this problem area be resolved it is recommended that the Planning Office which has been established by the Governor make educational planning a priority and develop a comprehensive educational organization system, using all of the resources available to the Office. Based on an extensive study conducted by the Planning Office, a plan for education in Massachusetts should be recommended to the Legislature no later than July 1, 1976. It is felt that this is the only way that the problem can be addressed properly, taking into account the strengths and weaknesses of the present organizational framework.

Since neither the status quo nor mandated reorganization of education appear as viable alternatives to provide a service delivery mechanism, a third alternative is proposed. The alternative, the Regional Education Services System is selected because it is regional, provides incentives, is viable, and utilizes maximally the human and physical resources. The agencies and institutions involved in the model may also collaborate without adversely effecting their ability to function within their own system.

An extended discussion of the model follows in the next chapter.



## CHAPTER IV

### THE MODEL

The components or phases of the continuum -- the awareness phase, developmental phase, and career phase -- have been discussed in the previous chapter. Discussion now moves to the vehicle to facilitate the continuum, the Regional Education Services System. The selection of the Consortium members takes into account the interactions of the systems and the supra-system. This process promotes the improvement of each of the systems, and the whole, and would not occur if each were considered in isolation from the other.

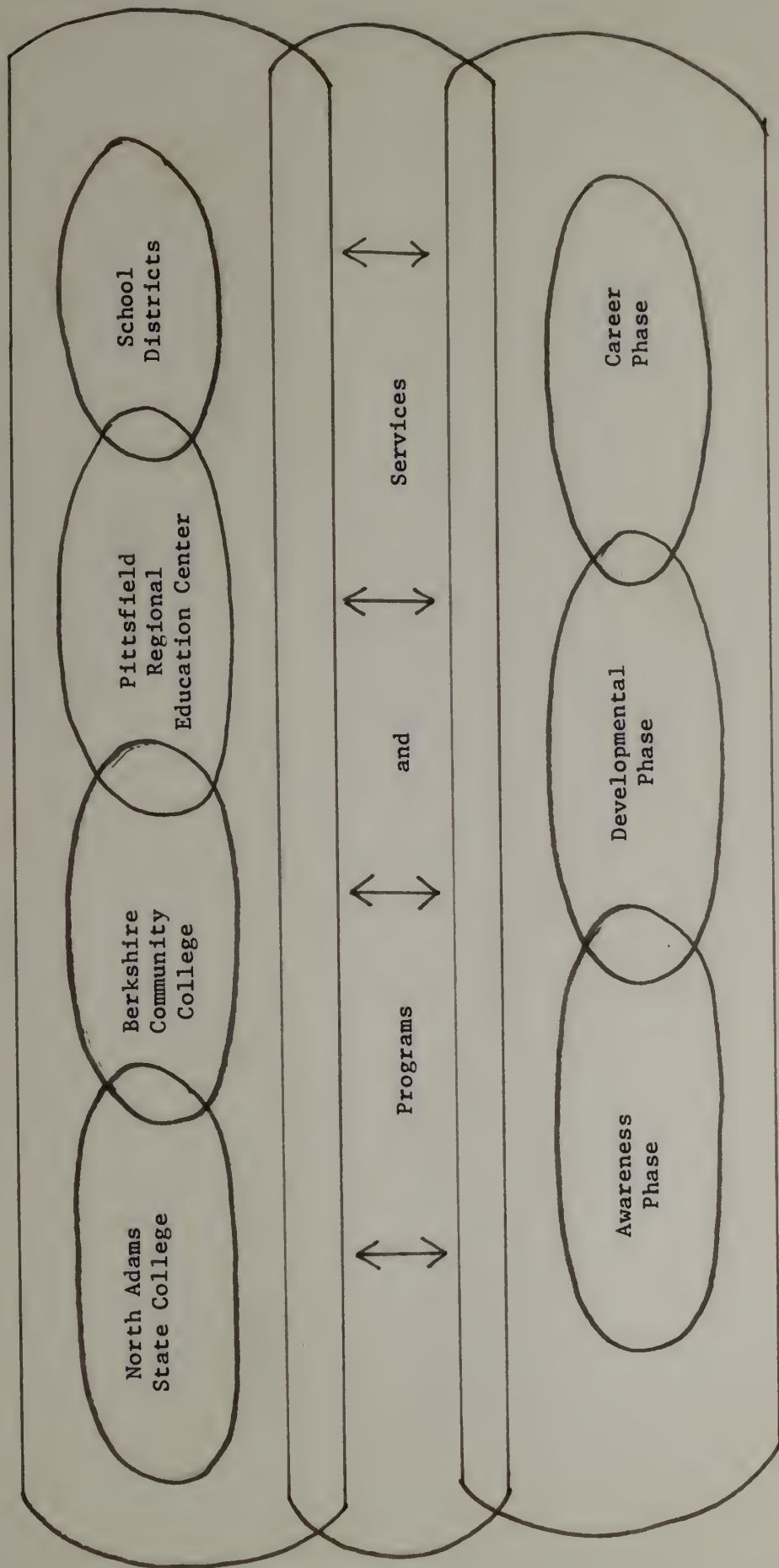
This approach attempts to fill the following needs: the need to integrate; the need to simplify; the need to plan; the need to control; and the need to generalize. A method advocated by van Gigch aids in the development of the model to fit the particular situation. (J. van Gigch, 1974, p. 208)

Having discussed alternatives and conducted an examination of components facilitates the development of the model and is consistent with the format suggested by Andrew and Moir (1970):

What is really required is an analysis of the whole educational structure before the fact. The system needs to be studied comprehensively and all of the parts of the total process fitted together in a meaningful whole. (Underlining included in the original) (p. 20)

Figure 2

The Regional Education Services System



The Consortium members - North Adams State College, Berkshire Community College, the Pittsfield Regional Education Center, and the school districts - comprise the Consortium Board. Members of the Board include Presidents or their designees of North Adams State College and Berkshire Community College, the Coordinator of the Pittsfield Regional Education Center, and either a school committee member or the superintendent of schools from each of the participating school districts. Such representation is designated in order that dialogue can be authoritative and representative of each respective agency or institution. The functions of the Consortium Board shall be as follows:

1. To establish policy for the Regional Education Services System.
2. To develop a budget and a system for the amounts to be paid into the Trust Fund by each participating institution and agency.
3. To select and appoint an executive director and staff to administer the Consortium.
4. To exercise jurisdiction and control over the planning, operation, maintenance, and evaluation of programs and/or services.
5. To respond to needs and programs proposed by the Advisory Council.
6. To submit an annual report to the member agencies and

institutions, the Boards of Trustees of the member institutions, the Secretary of Educational Affairs, the Secretary of Human Services, and the Secretary of Manpower Affairs.

An Advisory Council, working in concert with the Consortium Board, is another important component of the System. Its prime function is to facilitate communication, for a lack thereof could constitute a serious barrier to continuum development.

The functions of the Advisory Council shall be:

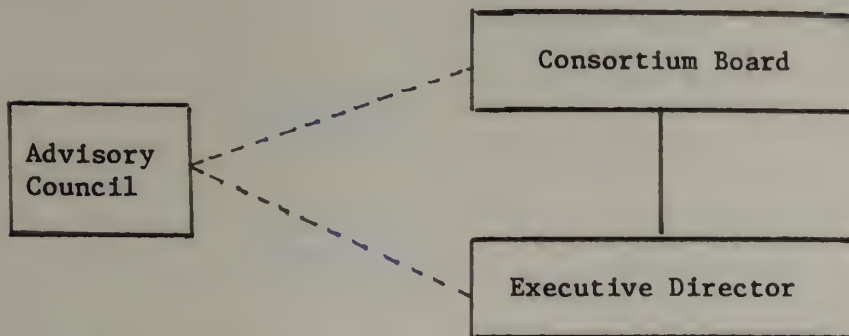
1. To develop the communications linkages with agencies and institutions which are necessary to foster a continuum.
2. To provide liaison with the agencies or institutions which the members represent.
3. To recommend programs and activities to the Consortium Board.
4. To identify needs within the service region.
5. To develop mechanisms for the collaboration through an identification of the resources within the region and how they can be matched to service the needs.
6. To work closely with the staff to support the activities of the Consortium.

The relationship between the Advisory Council, the Consortium Board, and the Executive Director is shown in Figure 3.



Figure 3

The Relationships of the Advisory Council,  
Consortium Board, and Executive Director



The following are the agencies or groups represented on the  
Advisory Council:

Massachusetts Teachers Association

Massachusetts Federation of Teachers

Berkshire County Elementary School Principals Association

Berkshire County Association of Secondary School Principals

North Adams State College - Education Department

North Adams State College - Campus School

North Adams State College - Students

Berkshire Community College - Pre Education

Berkshire Community College - Students

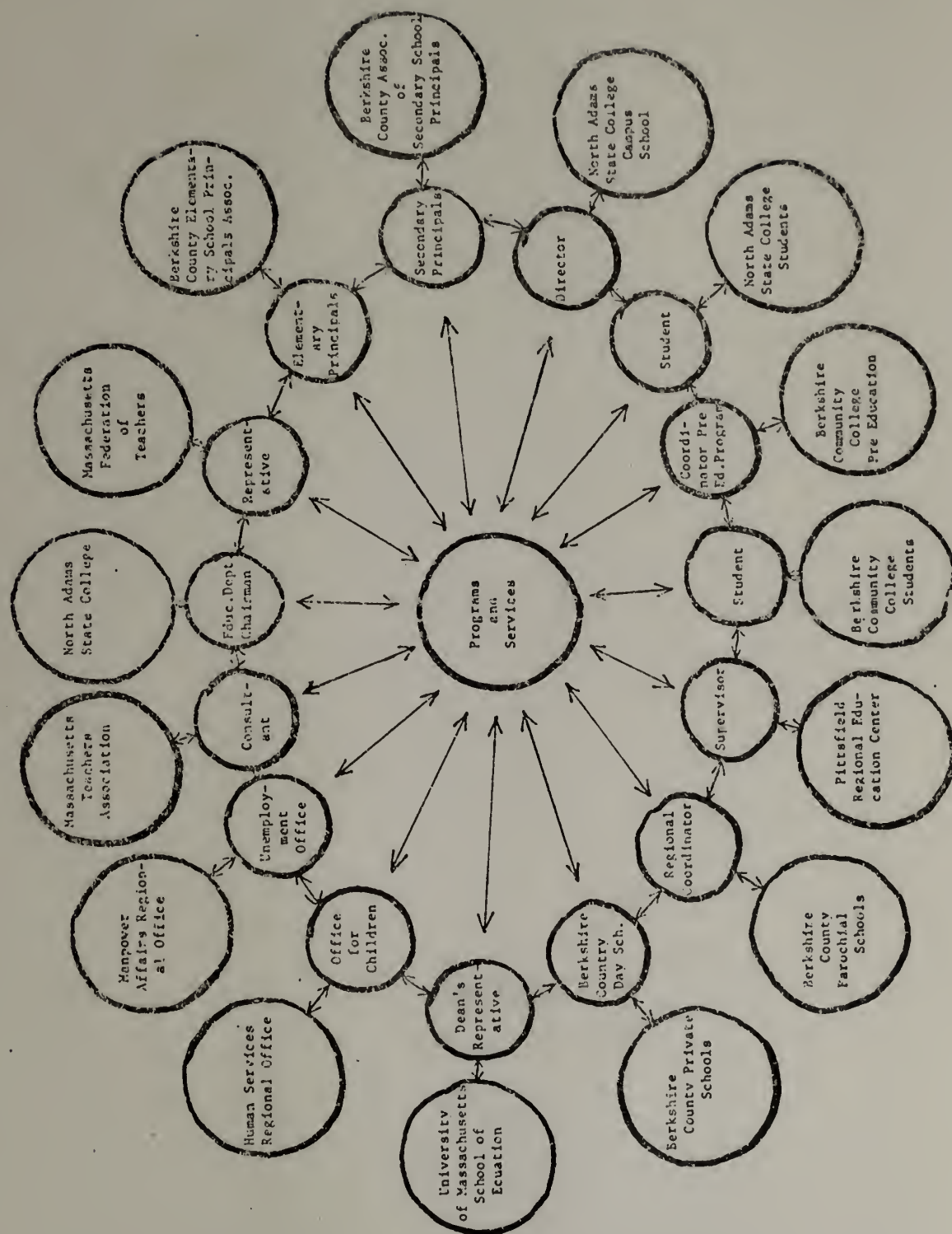
Pittsfield Regional Education Center - Supervisor

Berkshire County Parochial Schools

Berkshire County Private Schools

University of Massachusetts School of Education

The Advisory Council and Its Relationship to the Consortium  
and to the Agencies and Institutions of the Members



Human Services Regional Office

Manpower Affairs Regional Office

The relationship of Advisory Council members to their constituencies is shown in Figure 4. An explanation of the role of each of the members follows.

The Massachusetts Teachers Association is represented on the Advisory Council by the Consultant for Berkshire County. The Massachusetts Teachers Association has been involved in teacher education in several ways: through the collective bargaining process; in developing chapters for students preparing to become teachers; through its publications; through cooperative efforts with postsecondary education institutions to offer in-service programs; and to provide improved regional services through the establishment of regional offices. (One is located in Pittsfield.)

The Consultant represents all of the local associations in Berkshire County and is most responsive to that constituency which could be a most important contribution to the success of the proposal endeavor.

The Parochial Schools are represented by the Regional Coordinator for Berkshire County. There are nine parochial elementary schools and one high school located within Berkshire County. Several of the schools serve as sites for field experiences for students from North Adams State College and Berkshire Community College, and the staff members from these schools have participated



extensively in professional education activities.

There are twenty private schools in Berkshire County which range from small alternative schools to large, well-known academies and preparatory schools.

Because Berkshire Country Day School personnel have been very active in teacher education, offering workshops during the school year and the summer, it is felt that the private sector could best be represented by someone from that staff. As with personnel from the other sectors, private school personnel in the County have also been involved with students from both North Adams State College and Berkshire Community College.

Two years ago the Massachusetts Federation of Teachers might not have been considered to be included on the Advisory Commission because it was not involved in a bargaining capacity in Berkshire County. But now it is very actively involved, not only in Pittsfield, but throughout the County. The Federation is also attempting to make gains for professional improvement through the collective bargaining process. The approach has been a very personal one, to each classroom teacher, and has first focused on salaries and working conditions. The Federation represents only teachers, unlike the Massachusetts Teachers Association which also represents administrators. Because of the competitive nature of the organizations, it is best that a representative balance be maintained.

The Berkshire County Elementary School Principals Association



has been very supportive of cooperative activities. In a region such as Berkshire County, with several communities having no high schools, the elementary school is the focal point, and much of what happens in the school and how the school is perceived in the community is due in large part to the leadership of the principal. For this reason, the elementary principals are seen as key persons in the proposed endeavor.

The literature supports this contention.

The principal is the key individual in the school setting responsible for the staff development program. The establishment of the climate and the involvement of persons and resources to support staff development is the responsibility of the principal. (Klopf, 1974, p. 2)

The secondary school principal is also a key to the development of a continuum and he is represented on the Advisory Council through the Berkshire County Secondary School Principals Association. Leadership from the secondary school principal is necessary to provide for smooth transition for students from the secondary to post-secondary school and to develop articulation of programs. With all of the outside forces affecting the secondary school, professional growth opportunities must be provided for the principal, as well as his staff.

The Chairman of the Education Department at North Adams State College is another important member of the Advisory Council for

several reasons. He is the link with the chairmen of the other departments at the College and can provide leadership for members of the Education Department as well as the other departments to become involved in Consortium activities. The Department Chairman is also responsible, through the collective bargaining contract, for assignment of loads to department members, thus being able to allocate and re-allocate resources.

The Education Department Chairman is the link between the Regional Education Services System and the Commonwealth Teacher Education Consortium (COMTEC). COMTEC serves as a clearinghouse for teacher education in the public sector of Massachusetts. It is composed of one representative from each public institution of higher education with a teacher education program, the community colleges which have education components, the State Department of Education, staff from the central office of the State College System, the Board of Higher Education, and the Secretariat of Educational Affairs. COMTEC meets once a month and thus far has been involved in teacher certification, improved collaboration among the institutions and their different segments, development of teacher education conferences, supply and demand studies, and general problem and program sharing. This linkage through the Education Department Chairman provides a good feedback mechanism to the Advisory Council.

The Education Department Chairman also promotes the articula-

tion of the preparation programs between the community colleges and the State College.

The Chairman also recommends those courses which should receive graduate credit to the Dean of Graduate Studies.

The Director of the Mark Hopkins Campus School is a member of the Advisory Council. The Campus School has just changed from offering a kindergarten through grade eight curriculum to offering a kindergarten through grade five program. The new programs will be part of a national dissemination of the LEM (Learning Environment Module) Model. The staff of the Campus School has been participating in a series of workshops and is ready to implement the Model. This will involve far more activity with people in the field than has ever occurred in the past.

The Campus School is important to the Consortium because it will serve as the first site for a Learning Center in Berkshire County. Learning center facilitators will be present there and in the field to better meet individual needs of College students and school staffs.

The Director of the Campus School has also served as the Director of the Chapter 766 Project and this service linkage with other possible Consortium proposals and projects is important.

The faculty of the Campus School has a collective bargaining agreement with the Massachusetts State College Board of Trustees which includes a provision for released time for the professional



staff. This can prove to be of much assistance to school districts in the County, for College staff members who previously have been involved with pre-service and in-service programs only now become available to provide services to the Consortium.

Those individuals in the Developmental Phase of the continuum are represented by a student from North Adams State College. The consumers of service have proven to be of much assistance in making programs responsive to needs. As the student is developing competence during this phase he becomes ready to assume greater responsibility and this would be reflected through his representative's activity on the Advisory Council. When an individual has an opportunity to participate in the development of his future, he uses it.

Students at this phase of their professional growth are also able to participate in a variety of independent study options, such as conducting research in curriculum or instruction, helping other learners, or being involved in a personal improvement program.

The coordinator of the Pre-Education program at Berkshire Community College is primarily concerned with the awareness phase of the continuum but is also concerned with developing articulation with the secondary school and with the four-year institution. The degree of sensitivity and insight fostered at the awareness phase directly affects achievement in the developmental phase.

This representation also provides a link with the coordinators of the other programs at Berkshire Community College as these indi-



viduals provide significant input in the awareness phase for students and provide other resources for the Consortium. Furthermore, this representation assists in providing linkages with community agencies which serve as resources throughout the continuum.

A student from Berkshire Community College represents individuals in the awareness phase of the continuum and also reflects the views of the non-traditional student, several of whom attend the Community College. The students usually are native to the region and have been educated via existing school districts and, because of this, their attitudes and perspective can contribute to the continuum development.

The Pittsfield Regional Education Center is represented on the Advisory Council by one of the Supervisors, specialists who are primarily concerned with providing service to individuals and school districts in the region. Their expertise will be most helpful in the development of programs. As members of the Massachusetts Department of Education, the Supervisors may also draw upon the resources of the Department.

The School of Education at the University of Massachusetts has representation on the Advisory Council for several reasons. The most important, though, is that it is consistent with one of the missions of School of Education itself. Its Teacher Education Policy Committee (1970) has recommended the development of reciprocal relationships with state colleges in the areas of staff training,

graduate programs, or undergraduate programs. The Committee also recommended the development of relationships with school districts that would enable a certain number of district staff to spend a year or semester at the University in exchange for a number of graduate students who would spend the year or semester in the school district. (Kesselheim, 1970)

The School of Education also has a full-time graduate faculty with expertise in several areas and many staff members serve in consultative roles through the country. The Clinic for the Improvement of University Teaching is an important resource to the Consortium as extensive re-training of higher education personnel is needed if faculty members are to be successful in new roles.

Representation from the Human Services Office is important to the Advisory Council, particularly as it relates to the possibility of a lifetime learning continuum. Services are provided to clients of all ages by this agency. For example, the Office for Children is the licensing agent for pre-school staff members and for pre-schools themselves. A Task Force under the auspices of the Office for Children has been working on the development of professional standards for pre-school personnel. These standards would have implications for the Advisory Council as they would influence the Early Childhood Education programs at Berkshire Community College and North Adams State College.

The Regional Office of Human Services is also assisting school

districts in the implementation of Chapter 766. Programs are co-operatively developed with districts to carry out educational plans for learners with special needs, be they residential care, alternative school programs, or other special programs.

A representative from Manpower Affairs would be of much assistance on the Advisory Council. More must be done in the area of career education and the development of alternative career opportunities for individuals who are developing professional teaching skills. The Department of Employment Security has become actively involved in providing assistance to higher education institutions and should help in the manpower planning component. This type of planning is important to the region and to the Commonwealth because it is evident that far too many human resources are presently being wasted.

## The Consortium and Chapter 797

The Consortium is to be established as a legal entity through an extension of Chapter 797 of the Acts of 1974. It is recommended that the Act be extended in the following manner:

1. In addition to the regional offices, cities, towns, and regional school districts, collaborative agreements may also include public higher education institutions.
2. Authorization of such agreements are to be voted by each school committee, the Board of Trustees of the respective institutions, and the Board of Education.
3. The Consortium Board is composed of a school committee member or the superintendent of schools from each participating school district, the president or his designee from each participating public higher education institution, and the coordinator of the regional education center in which region the consortium is located.
4. The consortium trust fund treasurer may be the treasurer of one of the participating cities, towns, or regional school districts or the fiscal officer of one of the participating public higher education institutions.
5. The grant shall be subject to appropriation and shall not exceed a total sum of ten thousand dollars per individual city, town, and regional school district and public higher education institution which becomes a party to each



such educational collaborative program or service as provided under the written terms of a specific agreement.

Chapter 797 of the Acts of 1974 calls for the establishment of a trust fund which could have as much as two hundred and twenty thousand dollars to start if the model were implemented. That is not necessary in this model. Using some systems thinking the proposal would be no more expensive than it presently costs to run each enterprise separately, and possibly bring considerable savings and income.

To explain further:

1. The site of the Consortium headquarters could be located at North Adams State College.
  - a. There is adequate space available.
  - b. There are ample facilities to house and feed participants at seminars, workshops, meetings, as well as individual spaces for more privacy. These facilities are not now used on a year-round basis.
  - c. With the reduction in the number of pupils attending the Campus School there is room available for large and small group meetings at that site.
  - d. There is enthusiasm on campus for this kind of activity and is consistent with the approach being taken by the Education Department as it moves more of the teacher education program to the field.

- e. There is ease of access to the Graduate and Continuing Studies office to facilitate those programs for which credit is to be granted.
- f. Computer services are extensive and could be made available for research and administrative purposes.
- g. The media resource center has been expanded and a community cable television channel has just been awarded to North Adams State College to develop and offer community interest and service programs.
- h. The amount of professional education literature and its accessibility to consumers is extensive. The library is open daily year-round at hours convenient to the user.

## Roles and Responsibilities of the Consortium Members

Most collaboratives have extensive staffs to carry out their programs and services. This need not be the case in the proposed model. The function of the Regional Education Services System is to make better use of existing resources in the service region. All of the resources and agency and institutional commitment are already in place. The only thing lacking is the catalytic mechanism needed to activate the System. That is what is proposed. This provides for the utilization of the talents of individuals while fulfilling their needs.

The possible roles and responsibilities of each agency and institution relative to each phase of the continuum follow:

### I. North Adams State College

#### A. Awareness Phase

- 1) Articulation with secondary schools; 2) Counseling;
- 3) Alternative programs for non-traditional students;
- 4) Field site placement; 5) Coordination with other agencies and institutions for the development of criteria for entry into the developmental phase.

#### B. Developmental Phase

- 1) Staff expertise available to students in a clinical relationship; 2) Campus School staff to provide clinical assistance and development of instructional materials;
- 3) Coordination of field experiences

a) Center for International Education; b) COMTEC.

4) Recommendation for provisional certification

C. Career Phase

1) Assistance in the preparation of permanent certification evaluation teams; 2) Staff expertise available to school personnel as individuals or groups; 3) Graduate credit for experiences in courses, workshops, seminars, modules, etc.; 4) Flexible Master of Education Degree program; 5) Programs for provisionally certified personnel; 6) Assistance in the development of programs for administrators; 7) Exchange programs for College and Campus School personnel with other agencies and institutions; 8) Counseling and placement assistance; 9) Assistance in needs assessment activities in the region; 10) Follow-up and feedback studies to evaluate the development phase of the continuum; 11) Joint appointments of staff with other agencies and institutions.

II. Berkshire Community College

A. Awareness Phase

1) Articulation with the secondary schools; 2) Counseling; 3) Assistance in the development of criteria for entry into the Developmental Phase; 4) Assistance in the development of career education and occupational education programs; 5) Development of programs for non-traditional



students; 6) Identification of community sites for field experiences.

B. Developmental Phase

1) Awareness of community agencies and resources for field sites; 2) Assistance in pre-school agencies for individuals in this phase; 3) Seminars on teaming, relationships with paraprofessionals, etc.

C. Career Phase

1) Continuous development of the paraprofessional; 2) Assistance in alternative careers; 3) Identification of community agencies and resources to enhance the learning process; 4) Assistance for the professional and his relationship with the paraprofessional.

III. The Pittsfield Regional Education Center

A. Awareness Phase

1) Projected school enrollments and staffing needs; 2) Minimum curriculum standards and staffing implications; 3) Assisting individuals in understanding what the State Department of Education actually is; 4) Assistance in the development of the General Education component for the Program Approval process; 5) Identification of sites for field experiences.

B. Developmental Phase

1) Assistance in the development of criteria for provi-

sional certification; 2) Seminars in areas of expertise; 3) Preparation for phase-in of new regulations such as those related to curricular areas. These would have to be faced upon entry to the Career Phase; 4) Assistance in program development to meet criteria for the professional component of the Program Approval process.

#### C. Career Phase

1) Establishment of evaluation teams for permanent certification; 2) Service to individual school staff members as well as school districts; 3) Explanation of regulations or laws which will have an effect on personnel and/or programs; 4) Assistance in evaluation of schools and programs; 5) Resource capability from the Bureau and Divisions of the Department of Education to provide needed expertise upon request; 6) Sharing of new curriculum developments; 7) Assistance in the development of projects for State and Federal funds for individual staff members, schools, and school districts, as well as the Consortium.

### IV. School Districts

#### A. Awareness Phase

1) Articulation with the postsecondary institution so that each student continues where he left off; 2) Development of a career education program; 3) Provision of a variety of field sites for this Phase for students; 4) Assistance

in the development of criteria for entry into the Developmental Phase.

B. Developmental Phase

1) Identification of a variety of field sites, including model programs; 2) Assistance in the development of criteria for provisional certification; 3) Clinical assistance for students related to the teaching act; 4) Seminars merging theory and practice; 5) Assistance in evaluation of student's ability to meet the performance criteria.

C. Career Phase

1) Assistance in the development of criteria for permanent certification; 2) Participation on evaluation teams; 3) Continuous self evaluation and self renewal; 4) Continuous development opportunities provided for all staff -- those opportunities bargained in contract plus those which are deemed to be of some assistance to each staff person; 5) Identification of resources to enhance the teaching learning process.

The previous activities of the Consortium member agencies and institutions demonstrate the following:

1. There is an interdependence throughout all phases of the Continuum.
2. No one agency or institution could perform the tasks adequately but the expertise from each and all is necessary.

3. The expertise of the members of the Advisory Council is a necessary extension of these roles and responsibilities of Consortium members. For example, the expertise of the Manpower office is vital to sound planning as it relates to professional education positions, alternative careers, and projected new need and growth areas. This is in addition to enrollment projections and regulations and laws which would have impact in this area.
4. Other natural outgrowths and observations occur from the proposed collaboration such as:
  - a. Joint appointments.
  - b. Exchange -- for a semester, year, or some other period of time.
  - c. More effective, efficient, and economical use of resources.
  - d. A respect for others in that all share in helping learners.
  - e. The approach is consistent with that proposed by others who have been researching collaboratives for the Commonwealth.
    - (1.) The Department of Education has developed a model for guidelines in the implementation of Chapter 797 of the Acts of 1974. (Massachusetts Department of Education, 1974) (Rhoda Schneider, 1975)



- (2.) It has been found that one of the most valuable services rendered by collaboratives to their members is the exchange of information and the opportunity to discuss mutual problems. (Bair, 1975) The major function of the proposed Consortium is to improve communication and this is evidenced by the structure of the Consortium.-- the Board and the Advisory Council -- and the interdependence of the members.
- (3.) The Massachusetts Advisory Council has conducted an extensive study of collaboratives and the regional approach is consistent with their findings. (Jackson, et al, 1974)

## CHAPTER V

### SUMMARY

This proposal has drawn upon the systems literature to develop a thinking process leading to the conceptualization of the models. This calls for a look at the whole, both in terms of the continuum and the consortium. This process encourages the fusion of the three phases of the continuum and extensive consideration of the relationships of the agencies and institutions necessary to facilitate the continuum. This approach also calls for an examination of the interactions of the system being developed within the environments where it will be implemented.

The proposal has considered what the current literature says about pre-service and in-service education as it relates to a merger of the two, and has taken into account implications of the performance-based teacher education movement and changes in teacher certification in the development of the continuum. The continuum has been constructed in such a manner that it could serve as a model in the implementation of the new Massachusetts certification law, Chapter 847 of the Acts of 1973.

The Regional Education Services System is presented as a viable mechanism to facilitate the continuum. It takes into account findings from the literature. It is proposed as being semi-autonomous; it has a legal basis; it is based on a partnership philosophy; it has a regional identity; and it provides for input by both producers

and consumers of service. It is structured so that active participation may be sustained.

Current research and evidence of increased cooperative activity among potential participants positively reinforces and supports the possible implementation of this proposal. Berkshire County agencies and institutions are currently seeking methods to provide more and improved services to their clientele (pupils, students, staff, and members of the community). Generally, these organizations have concluded that singularly they cannot provide the varied services required. Prior to collaborative efforts, resource alternatives were limited, and, in some cases, unknown.

Consortium implementation would require participants to establish operational guidelines such as by-laws, committee structures, budgets, and service capabilities. Consideration should also be given to moving of the Pittsfield Regional Educational Center to the campus of North Adams State College. This relocation would not only make better use of human and material resources but also reduce costs associated with rental fees. Consideration should also be given to the establishment of a satellite office at Berkshire Community College that would be primarily concerned with career education and occupational education.

This proposal is also implementable because it is consistent with the expressed objectives of the agencies and institutions involved. Additionally, the various boards and segments headquartered

in Boston are supportive of the consortium concept.

Developing a structure to foster the needed interaction to facilitate the continuum can only be achieved by using a systems view of the region and its agencies and institutions. The final state of an open system such as that which is proposed cannot be predicted because it does not exist. (Lutz and Iannaccone, 1969) The indications are positive and point to a possible implementable model.

While the above sounds very feasible, it will only occur if leadership is exerted at both the regional and state levels. For example, there must be support regionally and state-wide for a change in Chapter 797 (the collaborative law, see Appendix D). At the regional level higher education personnel must become more visible in the elementary and secondary schools if the proposal is to move toward implementation. There must also be a willingness to share and accept the judgments of practicing teachers for changes in teacher preparation.

At the state level much is required. There must be a recognition that a non-system of public education presently exists in Massachusetts. As much as the Commissioner of Education has advocated improved service delivery to teachers who are in service, and has moved his own agency through regionalization, movement from other sectors has been miniscule. It appears as though the only way that change and planning will be implemented at the state level will occur



through the Legislature and the Governor's Office. That is why it is suggested that the Planning Office created by the Governor make education planning a priority to develop a continuous system for pre- and in- service teacher education for Massachusetts.

A P P E N D I X

Appendix A

Response of the North Adams State College Community  
to the First Draft of the Master Plan of the  
Board of Trustees

I. Individual College Concerns

A. Its Roles and Goals

We, the community of North Adams State College, request that the Board of Trustees endorse our Statement of Purpose:

"North Adams State College, an institution of public higher education, exists to help students develop their capabilities and to provide society with the leadership needed to meet the challenges of contemporary life.

It presents itself as a learning environment where, in an atmosphere of intellectual freedom and mutual concern, students and faculty can develop their individual potentials and thus participate more fully in the cultural life of mankind.

The curriculum is concerned with both balance and diversity. It invites the student to share the accumulated experience of humanity and to increase his personal freedom and professional competence. It asks him to develop as fully as possible his ability to remain open to experience and to embody concepts

meaningfully in their logical and artistic forms.

It points the way to self-understanding, the adventure by which we learn to learn, and thereby responsibly shape our individual and collective futures."

In addition, that we seek agreement with the Board of Trustees on the following two points:

1. that, as a comprehensive college, North Adams State is to be the Learning Resource Center for public higher education in Northern Berkshire County, i.e., it will have the granting of the baccalaureate degree in both day and evening programs (which should be integrated) as its first priority; graduate education should be present but in redefined programs; through continuing education, the college should expand its interest in community service. By these three programs the college commits itself to the delivery of educational opportunity to all interested and qualified persons in its region and the state.
2. that, as a Learning Resource Center, North Adams State College will have access to such technological teaching instruments as radio, telephone, television, newspaper, and computer so that it can continue to become more efficient and productive in the delivery of educational services.



B. Its Shape and Structure

It is imperative that a comprehensive college retain the internal flexibility to reorganize itself periodically so that its relationship to its cultural environment remains vital. As an element of the rapidly emerging Massachusetts State College System, North Adams State College is subject to strong centripetal and centrifugal forces to which it wants to be able to respond creatively. Presently North Adams State College governs itself through a network of tri-partite standing committees which develop recommendations (subject to review by faculty or student senates) to the President. Programs are administered by the following departments: Art, Biology, Business Administration and Economics, Chemistry, Education, English, Geography, History and Political Science, Mathematics, Modern Languages, Music, Philosophy, Physical Education, Physical Science, Physics, Psychology, Sociology-Anthropology.

In the near future - particularly if the General Studies degree is to be implemented - it may be necessary for North Adams State College to complement the departmental structure with divisions.

Appendix B

The North Adams State College Mark Hopkins Advisory Council

1. Council Membership

The North Adams State College Mark Hopkins Advisory Council shall be comprised of nine (9) members as follows:

the Director of Professional Experiences who shall serve as ex-officio Chairperson, the Director of the Campus School, the Department Chairman, the Center Directors (Education Department), and the Center Directors (Mark Hopkins).

2. Council Functions

The North Adams State College Mark Hopkins Advisory Council shall perform the following functions:

- a. Review the teacher preparation programs for students as well as the curriculum programs for pupils.
- b. Act as an advisory committee to the President and the Department Chairman in the planning and development of the performance-based, field-centered Teacher Preparation Program and the planning for the future of the Mark Hopkins Campus School as hereinbefore described.

The Department Chairman shall be responsible for the implementation of the performance-based, field-centered Teacher Preparation Program and Mark Hopkins Campus School study proposal. He shall

meet with the Council to discuss the methodology, staffing, and funding for the study, and in addition shall meet at least once per month with the Council during the duration of the study and submit, in written form, any interim recommendations.

The final draft of the study to be conducted by the Department Chairman is to be submitted to the Council on or before March 1, 1975. The Council shall have thirty (30) days to study the proposal, to make recommendations, to submit any minority reports thereto, and to submit all of the material so developed to the Academic Dean.

The Academic Dean shall receive the recommendations of the Council, and after review and study, shall submit its recommendations, including all attachments thereto, as well as any recommendations of his own to the President of the College.

The President of the College, upon his review, shall submit all of the material related to the study, and the study itself, to the Board and shall include therein his own recommendations. The President shall send copies of his recommendations to the members of the Council and the Advisory Board.

## Appendix C

## Governance Questionnaire and Selected Responses

Governance Questionnaire

At the present time, most Teacher Education programs are controlled and governed by Colleges of Education. Recently, several other groups -- school systems, communities, state departments of education, colleges of arts and sciences, and progressional teachers organizations -- have indicated a need to participate in or take over completely the education of teachers.

Criticisms of present graduates suggest that many are not adequately prepared for the realities of the classroom, that they are insensitive to non-mainstream cultures, that much of their training is irrelevant, that their university professors are out of touch with reality, etc.

1. In what ways are present systems of training teachers inadequate relative to program and governance?
2. What changes in the governance structure would you suggest in order to integrate one or more of the groups mentioned above?
3. How would such structural changes influence the quality and the characteristics of Teacher Education graduates?
4. What other effects would you anticipate from such changes in governance?

(Sagan and Smith, 1973, p. 26)



Selected Responses

Some of the specific responses which are relevant to the proposal follow:

Sam Wiggins expressed concern over the prospect that short-sighted selfishness will take ascendancy over enlightened self-interest so that the issue of governance, in the sense of a power struggle, may become self-destructive of the teacher education agencies in the universities and in the schools. Wiggins suggests a broad-based council for teacher education - individuals in the general education area, the area of teaching specialties of prospective teachers, the area of the professional dimension of teacher education, school instructional and administrative personnel, and students. (p. 31)

Asa Hilliard says that there is no need to change the control of teacher education, but improved communication is needed. He feels that ultimate responsibility must remain with institutions which are charged to prepare teachers, and what is needed is a re-vamping of the curriculum in light of what is now known. (p. 32)

Benjamin Rosner feels that it is likely that the participation of school systems and professional teacher organizations in the governance of teacher education will have the effect of professionalizing undergraduate teacher education programs to a far greater degree than presently exists. (p. 34)

George Denemark says that the future of teacher education is

bleak without the clarification of the roles appropriate to each agency or institution and without effecting a balance among them which reflects their unique potential contributions. He feels that the present ambiguities and conflicts regarding governance, if unresolved, are likely to result in the demise of higher education as a significant force in influencing the nature of teacher education. (p. 35)

Once governance and program are recognized as interdependent, the contributions of each group desiring participation in any of the aspects of governing, planning, and evaluating programs will have to be gauged in terms of the contributions' direct applicability to the program. The standard for any group's participation in governance should be determined by the extent to which the program can be meaningfully influenced by that participation. (p. 41)

Appendix D

Chapter 797 of the Acts of 1974: An Act  
Authorizing Cities, Towns, and Regional School Districts  
to Enter into Collaborative Educational Programs

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Chapter 40 of the General Laws is hereby amended by striking out section 4E, as amended by Chapter 753 of the acts of 1972, and inserting in place thereof the following section:

Section 4E.

The department of education through its regional offices shall cooperate with cities, towns and regional school districts which seek to enter into collaborative agreements for the purposes hereinafter provided in this section.

Any school committee, acting for and in behalf of its city, town or regional school district, may enter into an agreement with one or more other such committees to conduct jointly educational programs and services which permit such committees to supplement or strengthen school programs and services; provided, that such agreement has been authorized by vote of each such committee and approved by the commissioner of education.

The agreement shall state the purposes of the program or service, the approximate amounts of money to be contributed by each city, town or regional school district, the cost savings aspects of the program or service and any other matters not incompatible

with law which the committees deem advisable.

The agreement may be terminated at the end of any fiscal year by written notice of termination given by any party which has entered into such agreement to each other such party at least six months before the end of such fiscal year. Such agreement shall provide for the disposition, upon termination thereof, of all unencumbered funds and all equipment and supplies held pursuant thereto.

Each school committee entering into such an agreement shall appoint one person from its own membership to form a board to be known as an educational collaborative board. The department of education shall be represented on each such board by the coordinator of the regional center in which the majority of such member municipalities are located. Each such board shall select its own executive officer and shall adopt an appropriate name for purposes of identification.

Each educational collaborative board shall establish and manage a trust fund, to be known as an educational collaborative fund, and each such fund shall likewise be designated by an appropriate name. All monies contributed by the member municipalities, and all grants or gifts from the federal government, state government, charitable foundations, private corporations, or any other source, shall be paid to the educational collaborative board and deposited in the aforesaid fund. The treasurer of the member city or town which has



the largest population according to the latest federal census of the cities and towns forming each educational collaborative board shall serve as treasurer of such educational collaborative board without compensation. Said treasurer shall receive and disburse any monies of the trust fund of the educational collaborative board he serves without further appropriation.

Upon the recommendation of the department of education, the state treasurer shall annually disburse to certain educational collaborative boards a monetary grant, pursuant to regulations adopted by the board of education. Said grant shall be subject to appropriation and shall not exceed a total sum of ten thousand dollars per individual city, town and regional school district which becomes a party to each such educational collaborative program or service as provided under the written terms of a specific agreement.

Approved August 12, 1974.

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